

Local Govt. Service *Journal*

SEPTEMBER 1950

Threepence

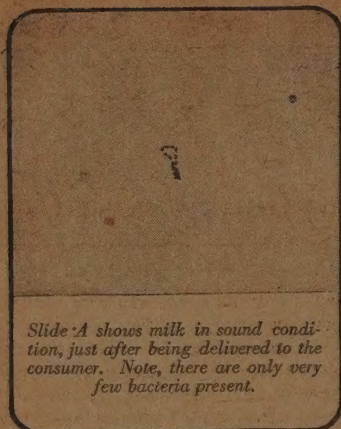
**LGS**

*Journal of the National Association  
of Local Government Officers*



IN THIS ISSUE

***Oxford summer school  
Libraries centenary***



Slide A shows milk in sound condition, just after being delivered to the consumer. Note, there are only very few bacteria present.

**PUTREFACTION** and spoilage of food is caused by the multiplication of bacteria. Practically all foodstuffs contain, or may become contaminated with, bacteria, and unless their development is prevented, deterioration of the foods will inevitably occur. Storage under suitable conditions at a temperature below 50°F. minimises bacterial growth.

Any food which is moist, and contains proteins or carbohydrates, is particularly liable to attack by putrefactive bacteria. Products such as meat, sausages, milk, cream fillings, gravies, etc. always contain some bacteria either through handling or from the air. If the room is warm the bacteria can grow very rapidly, and within a few hours will multiply a millionfold, causing putrefaction and becoming a source of food poisoning.

When reasonably fresh food is refrigerated some bacteria may be present, but there will be no significant multiplication so long as the temperature is maintained below 50°F. Refrigeration does not kill bacteria, but it does suspend their development. Foods kept in a warm room, even after refrigeration, will deteriorate in the same way as "fresh" food. But continued use of the storage conditions recommended will limit the danger of deterioration due to bacterial growth, and allow foods to be used in wholesome condition without wastage.

# Silent Electrolux

'BUILT-IN' REFRIGERATORS  
OPERATE BY GAS OR ELECTRICITY

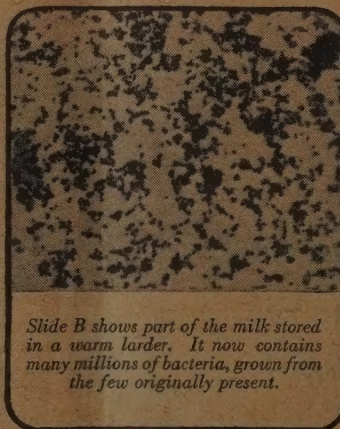


ELECTROLUX LTD.,

153/5 REGENT STREET, LONDON, W.1

**REMEMBER: It's always summer in the kitchen**

## Are you helping the people to safeguard their food?

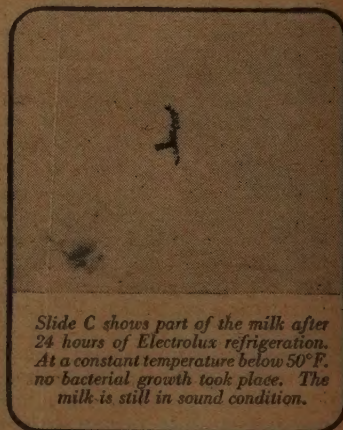


Slide B shows part of the milk stored in a warm larder. It now contains many millions of bacteria, grown from the few originally present.

Many Local Authorities—recognising the urgent need for healthy food storage—have offered Electrolux M.151 'built-in' Refrigerators to their tenants on a hire basis of approx. 1/4d per week. 87% of the tenants gladly took advantage of a refrigerator on these terms. The total payment is redeemed after 10 years, the Local Authority receiving 31% on their capital outlay.

"There is one other point of danger of contamination which should receive the consideration of those responsible for insuring the safety of our milk supply, and that is the contamination which takes place after the milk bottle has reached the home. All homes are not hygienic, and all milk is not kept in hygienic places in the homes."

House of Commons Parliamentary Debates, Hansard, vol. 461, No. 64, col. 1644.



Slide C shows part of the milk after 24 hours of Electrolux refrigeration. At a constant temperature below 50°F. no bacterial growth took place. The milk is still in sound condition.

Above are photographs of three slides prepared in a large bacteriological laboratory.

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## Local parliaments?

LOCAL GOVERNMENT reform and efficiency are familiar subjects of comment in LOCAL GOVERNMENT SERVICE. We need make no apology for this, since, of all sections of the community, none is more closely concerned with the rehabilitation of the service than the officer, whose daily job and means of livelihood it is to ensure its smooth running.

As lately as May, we supported the view of SIR MALCOLM TRUSTRAM EVE, chairman of the Local Government Boundary Commission, that a solution to the problem of reform should be sought and submitted to Parliament as a non-party measure. We thought then that the time was opportune to adopt his suggestion. The last three months, however, have seen a worsening of international affairs, so that the security of Britain and defence of democracy must again take priority on the Parliamentary agenda, and all but the most pressing domestic matters must be put aside.

Yet our need is no less urgent than before. Is there, then, no compromise? A recent contributor to the "Economist" thinks that there is. He suggests, in fact, that it is not so much the present local government structure as its procedure which is at fault. Describing the present administration as "an archaic combination of paid servants and groups of amateur enthusiasts elected by the local inhabitants," the contributor epitomises it thus: "The members . . . may between them spend literally thousands of hours a year sitting round tables and lifting their hands in approval or negation, while a senior official may well attend over 100 meetings a year in order to explain, cajole, flatter, or threaten his employers to do what, in a compar-

able industry, would be done on the sole decision of a personnel manager, or even a works foreman . . . this identification of democratic responsibility with the exact control of expenditure impedes the machinery of government and makes it wasteful and expensive. Decisions pile up against a dam and are not made until the flood waters are released and, even then, nothing happens at once because too many decisions have been made on one occasion and it will take time to carry them out."

Many will agree with his assertion that, whereas in theory the committee decides policy and the officers carry it out, in practice major policy is initiated by the officers and "the members dabble in the administration so far as they can understand it," and with his view that this understanding is often limited to matters which cost sums of money equivalent to those handled by the members in their private lives or businesses.

What is his remedy? Why not, he suggests, run local government on similar lines to the central government? At each council meeting, one of the major services could be considered in the same way as Parliament deals with these services at the time of annual estimates. Having debated the authority's policy on the particular service as a whole, questions could be asked on any matter or decision which had required executive action. Similarly, each committee could devote its meetings to discussing important aspects of its work, allowing adequate time for ventilation of complaints and grievances. "Subject to the general decision of policy laid down by the full council or its committees," he recommends, "the job of day-to-day administration should be left to the technical experts and administrators appointed for the task, subject to the approval, in certain circumstances, of the chairman or a small executive committee of the main body." He also advocates that the committee chairmen might assume the rôles of Ministers of State and be responsible for major administrative decisions within an accepted policy. Together they could form a "cabinet," viewing the council's work as a whole, and preventing "blind competition among the various services for the inevitably restricted amount of money or materials available."

This strikes us as a practicable suggestion, involving no great upheaval, but merely a different approach within the present structure. Its wise adoption could lead not only to speedier and more efficient handling of local public affairs, but to less frustration and greater incentive for the officers whose efforts are now so often stultified. Is there a local authority courageous enough to make the experiment?

*It is the aim of "Local Government Service" to encourage the fullest freedom of opinion within the Association. Unless the fact is stated, therefore, views advanced, whether in the editorial columns or in signed articles, should not necessarily be regarded as expressing the considered policy of the Association.*

# Battle of the books

The world's most progressive library service celebrates its centenary this year. The story of the hundred years' war to build that service is here told by

E. A. CLOUGH\*

A HUNDRED years ago Britain was secure. Business was booming. Labour was cheap. And if social conditions were bad, gin was three-halfpence a large glass. This quite clearly was the world as it was meant to be, and only interfering busybodies could possibly wish to change it.

Viewed against this background, the opposition to the provision of public libraries is understandable. Members of Parliament condemned the idea: "Organised sedition shops," they said. "Giving the workers whips and tops next!" they protested. "Can't understand why anybody wants to read anyhow," argued one. "Never did at Oxford myself, never have done since." So it was, despite all the evidence which had been produced, and the unanimous report of the 1849 Committee favouring the establishment of public libraries. But supporters of the Bill did not slacken their efforts—not even when the final blow fell. This was the introduction of an amendment, authorising municipal boroughs to provide libraries and to staff them, but prohibiting the purchase of books! The amendment was carried, and in that form the Bill received Royal assent on August 14, 1850.

Not a very sound beginning. Thereafter the battle of the books was transferred from the national to the local field and, rather surprisingly, opposition hardened. Looking back, it is difficult to distinguish the make-up of the rival forces. On one side, it appears, was the "my job is to keep the rates down" and "keep the workers in their place" faction; on the other, the "save the people from the gin shops" and the Dickensian radicals. For half a century neither side could claim the field. By 1886 only 113 boroughs had adopted the Public Libraries Act.

Then to the rescue came the rich industrialists of the era. In Hull, for example, while the libraries supporters were being soundly trounced at each poll, James Reckitt was expanding his own business and making a fortune. Part of it he used to build a public library in the city, stocking it with books, and appointing staff. His initiative turned the tide, and within a year Hull adopted the Act. That story has its counterpart in many other towns. At the beginning of the present century, the great steel magnate, Andrew Carnegie, bequeathed money to foster the cause, and to-day his name appears over the door of many a public library.

The work of the wealthy patron was ably supported by the disinterested propagandist. Perhaps the best known of many was Thomas Greenwood, a retired hardware traveller



and journalist, who stumped the country and produced a spate of printed propaganda in support of his beliefs.

But propaganda and patronage did not secure an efficient rate-supported public library service. In fact, a rate limitation of one penny made this quite impossible, and it was not until the post-war agitation for social reform paved the way that the 1919 Libraries Act was passed, abolishing the rate limitation on library expenditure and authorising provision of county library services.

From then on the movement made great strides, and it became the recognised aim to provide a book service for everyone—in town or country, at home or in hospital, in castle or prison.

The rural book service, with village centres and mobile libraries, is a feature of many progressive counties, while larger villages boast small branch libraries.

In the boroughs, the inter-war years saw the gap widening between the progressive and the backward library authority. In some towns old buildings were replaced by new; in others, they grew dingier. Often new branch libraries were built to meet the needs of the expanding urban areas, but sometimes the need was ignored. Everywhere there was an increased demand for books, but while some local authorities bought more, others allowed their existing stock



The old order changeth . . . dinginess gives way to design, cramped conditions to comfort, in the modern library such as this one at Droylsden.

\* Mr. Clough, Fellow of the Library Association, is Deputy Librarian at Brighton Central Library, and Honorary Secretary of The Association of Assistant Librarians.

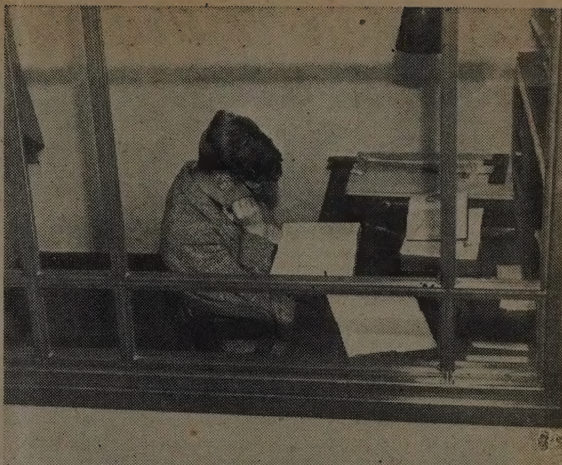
to grow dirty and out of date. Yet, on the whole, they were good years, and besides giving more and more people an opportunity to read books for their entertainment and education, the public library provided an information service, and a place for study.

In 1950, ours is the most progressive library system in the world. Twelve million people in Great Britain and Northern Ireland use the public libraries. Forty-two million books are in stock, and nearly three hundred million are issued every year. Only sixty thousand people have no easy access to a public library. But pride in past achievements must not blind us to the still inadequate, and sometimes disgraceful, conditions in far too many areas.

The principal motive behind this year's Centenary celebrations, then, is still further to improve the library service. An energetic publicity campaign is being waged by the Library Association and the Association of Assistant Librarians, with NALGO support, both to advertise the service to the public and to convince local authorities that the cheapest library service is not necessarily the most economical. All the usual media, including local exhibitions, posters, leaflets, pamphlets, and national press publicity, have been used, and a 16 mm. film, "Index to Progress," has been produced by the Association of Assistant Librarians, under the direction of WALTER F. BROOME, Lambeth's central lending librarian, for showing in schools, colleges, and to adult audiences.

What of the future? Amusing as it is to reflect on the development of reading during the next hundred years; to consider the impact of micro-films, micro-cards, talking books, and television, it seems unlikely that any of these will substantially modify the age-long pleasure of reading a book. What we want is an effective national library service, free from drab institutionalism and bumbledom. To achieve this, backward authorities must be prodded into action; staff must be well trained and adequately paid; buildings carefully designed; and shelves properly stocked.

Books can bring understanding, satisfaction, and fulfilment; they are essential instruments of true democracy. We spend millions of pounds each year to educate our children. Is it too much to ask that, having taught them to read, we should provide the means to further their intellectual development, helping them to become better and happier citizens?



*In the larger reference libraries, the carrel, or study room, is provided for those engaged in prolonged research, needing books which are not in frequent use.*



*A service within a service—staff and patients alike can benefit from the excellent reading facilities provided at Southmead Hospital, Bristol, as part of the city's library organisation.*



*The shape of things to come? To-day, the micro-film reader is one solution to the problem of storage space in many libraries.*



*The mobile lending library plays an important part by taking the book to the reader in outlying villages and isolated hamlets.*

# ***We need a law to abolish disorder***

claims D. T. VEALL

THERE ARE more than twenty million workers in this country. Nine million—the factory hands, miners, and quarrymen—have legislative protection of their health, welfare, and safety during working hours. The remainder, amongst whom we can count all NALGO members, have no such protection.

Theoretically, they can take civil action against their employers for negligence, but in practice this is difficult because, in the absence of recognised standards, the Courts tend to judge by the normal function of employers, good or bad. They cannot, as can their counterparts in the factories, institute criminal proceedings against their employers for breach of statutory duty, nor are they protected by any form of inspection.

True, there are certain vague proposals about office accommodation in the Public Health Act, but the power to enforce those provisions lies with the local authority, which often puts everyone else's house in order but its own. The Shops Act of 1934 also mentions ventilation, temperature, and heating, but in terms too vague to be of much practical use. In fact, the main purpose of most existing legislation for shops and offices is to protect the public rather than the employees.

In 1947, the Government set up a Committee of Inquiry, under the chairmanship of SIR ERNEST GOWERS, into "health, welfare, and safety in non-industrial employment." In its evidence to the Committee, NALGO said, "As to the broad aspect of welfare, it cannot be said that local authorities have set a satisfactory standard. In general, there are no welfare officers, the average town hall has no rest room, and such facilities as playing fields are almost unknown. . . . As the majority of town and county halls were erected in the latter part of the last century, or early in the present century, it can safely be assumed that they do not comply with modern standards. There is a great gulf fixed between the best and worst and in many

there are overcrowding, bad ventilation, and inadequate and sometimes squalid lavatory accommodation."

Precluded by its terms of reference from considering any extension of the Factories Acts, the Gowers Committee nevertheless used their provisions as a criterion, and considered how the conditions of non-industrial workers might be brought up to that standard. The Committee's Report, published in 1949, recommended the Factories Acts standards of sanitary accommodation, space, heating, ventilation, lighting, cleanliness, washing facilities, drinking water supply, and restriction on use of underground rooms. Were these recommendations to be applied, each office worker could claim a minimum of 47 square feet of floor space, including space occupied by furniture, and expect his office to be clean, airy, and heated to a temperature of at least 60 degrees. He could also demand hot and cold water,

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*These two articles have a common aim—to improve the conditions in which many of us are working to-day. Mr. Veall, editor of "Birmingham Guildsman," expounds his branch's case, which inspired this year's Conference resolution seeking a statutory code. Mr. Coleman suggests that, while we are campaigning for legislation, we can help ourselves to brighter surroundings.*

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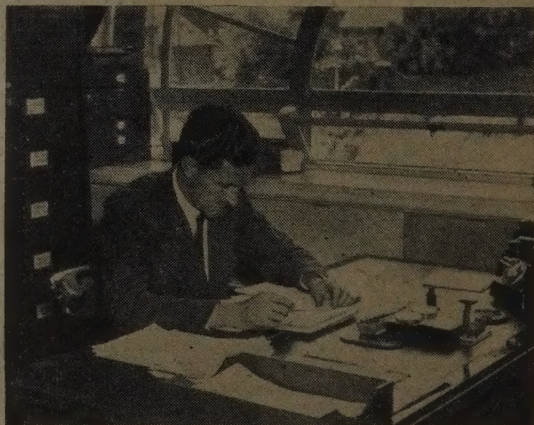
soap and clean towels for washing purposes; adequate and suitable lavatories; and a supply of drinking water with either an upward jet or appropriate vessels for his use.

The Committee accepted the evidence of clerical workers' representatives that dampness, bad lighting, and poor ventilation were usual characteristics of underground rooms, having an adverse psychological if not physical effect on those who worked in them, and recommended that they should be used only when officially certified as suitable. It also recommended that the existing provision of seats for women in shops, so that they may rest when their duties do not require them to stand, should be extended to men in shops and to all office staff who may be similarly affected.

It did not, however, consider it necessary to recommend compulsory provision of canteen facilities, though it thought employers should provide and maintain accommodation for any members of their staff wishing to take meals on the premises. Neither did its recommendations include compulsory rest rooms, and this I condemn as a



*Clear the desks for action! That means doing away with those old calendars, notices, books and files.*



*No disorder here. A tidy desk, clearly tabbed filing cabinet, and plenty of light make for clear thinking, efficient working.*

weakness, especially in larger establishments where many women and girls are employed.

My chief criticism, however, is of the second paragraph of the Report, which states, "We are considering conditions of employment in shops and offices at a time when labour and materials necessary to improve them are not sufficiently available. We are considering the need for fresh legislation that could only be enforced by new or augmented inspectorates at a time when every available man and woman is wanted in productive employment." It also says that some of the recommendations could not be put into practice immediately—thereby issuing an invitation for the Report to go the same way as many another: into the overcrowded pigeon-holes in Whitehall!

So far, there is no sign of the Government introducing legislation based on these or any other recommendations, yet, surely, improved working conditions could only lead to the increased efficiency and output for which there is a constant cry and need nowadays. Employers would benefit as much as their workers; local authorities and public boards as much as their staffs. Neither does the argument that this legislation would necessitate a new hoard of inspectors hold water; there are only 300 factory inspectors, although 400 are authorised.

The Factories Acts did not drop from heaven. They resulted from hard and persistent fighting by the manual workers' unions. By a concerted effort, NALGO and similar bodies representing non-industrial employees can achieve the same, thus guaranteeing a minimum standard of working conditions for their members.

## ***But "make do and mend" meanwhile***

urges E. C. COLEMAN

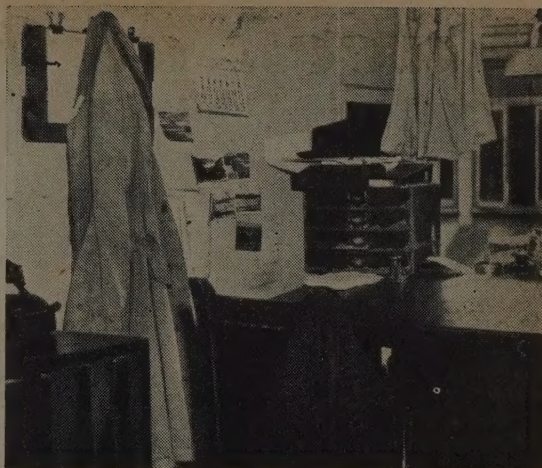
LOOK AROUND your office. What do you see? Walls lined with ancient tomes? Dilapidated documents hanging in tatters from the walls? Desks piled high with undisturbed masses of yellowing papers whose origins are lost in the mists of antiquity?

That is often the picture, especially in local government offices. Yet everybody works better in bright and cheerful surroundings. True, restrictions on building and renovation often prevent official improvements just now, but that is no reason why officers themselves should not make minor alterations to brighten the surroundings in which they work. The cost would be negligible.

Get rid of those old calendars and notices from the walls and notice-boards; shift those old books and papers from the desks—they don't mean a thing, and the extra elbow room is very useful; clear the desks for action; put new tabs on those filing cabinets and remove the cabinets from the front of the windows; let in the daylight (that's what windows are for); use the wastepaper baskets—a tidy office helps to maintain a tidy mind.

After that, have another go. Be heartless—those old books and papers have no feeling. They may be milestones, but they are also millstones, disguised as "Council Minutes, 1901" or something like that. Here are a few suggestions for brightening Dickensian offices, and no doubt the ladies will be able to add a few more:

If there are curtains to the windows, send them to the cleaners. Surprisingly enough, they will then look



*Hangers and hatstands—not walls—were made for coats, hats, umbrellas. So why not use them?*

quite cosy. If there are no curtains, try to get some. The authority cannot be excused for not providing them: they are unrationed, and the thin light ones, which are preferable, are quite cheap.

Have the windows cleaned—and kept clean. Be firm about it and let some more daylight into the lives of everyone in the office. And get the window-cleaner to polish the bookcase glass.

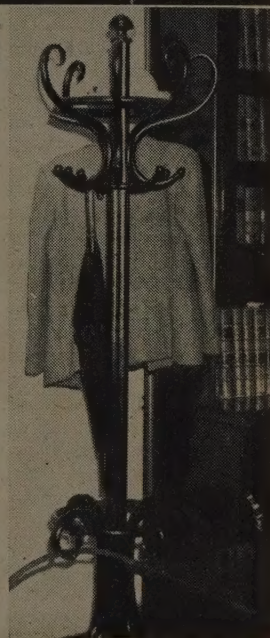
Insist on good lighting. Eyes have to last a long time. Just look at those dirty lamp-shades and feeble lamps; they give no impression that we live in the age of science. See that they are cleaned now and regularly. Or, better still, ask for strip lighting.

Hanging hats and coats on nails doesn't improve their appearance. Our salaries do not often run to new clothes. So press for proper hatstands, or clothes-hooks at least. There is no excuse for the office looking like Petticoat Lane.

Distemper is cheap and plentiful. Persuade your chief officer that light-coloured walls are a necessity. Keep on at him—he will begin to notice the condition of his own office!

Why not window-boxes, so that the flowers can be seen from *inside* the office? They are not hard to come by. Perhaps they will not provide a host of golden daffodils, but a little greenery will improve the outlook. And if there is any waste ground in view outside—well, plant a few seeds, or encourage the gardening enthusiasts to supply some cuttings from those rare plants they always grow so successfully!

These are just a few ideas to start you thinking about brightening your offices. This is a matter for individual officers and branches. Do away with those dark, grubby, dull, untidy offices, and take on a new lease of life. Brighter offices, brighter officers!



# A week at Oxford

## summer school in retrospect

by W. V. STARK

"LOCAL GOVERNMENT is slowly disappearing, and although there is to be no D-day, no fixed time when Whitehall will fetch up its big guns and wipe local government out of existence, the plan is nevertheless going well and the infiltration having good effect." So said Professor K. C. WHEARE in an amusing but forceful speech at the opening of the NALGO summer school at Oriel College, Oxford. As an Oxford Councillor, he confessed that he felt strongly on the matter and was glad to see so many local government officers interested enough to get together to study their own vocation. "For I am sure," he said, "that the only defence against encroachment is to prove to the people that local government officials are good at their jobs, and can handle municipal affairs from the town hall better than civil servants can from Whitehall."

He was on strong ground here, for those ninety local government officers—twenty-five from Holland and the remainder British—were well aware of the onus on their shoulders. They had come from the largest counties, the smallest rural districts, and the nationalised services, and from such a variety of departments that no matter what question was asked someone would give a knowledgeable answer. Throughout the week they listened to authoritative lectures and discussed them with a keenness which could easily have dispelled any doubts about their abilities.

The opening dinner, the college life—each student had his own "scout-serviced" apartment—and the garden party on a lazy, sunny, Sunday afternoon with croquet and delectable dainties provided by a hospitable British Council, made an excellent emulsion which transformed town hall officials into friendly students. By Monday morning, when they met their first lecturer, they had an air of being well

acquainted with college life, and might have been 'varsity students in their graduate year.

The list of lectures looked formidable. Arranged in two series: "The place of local government in democratic society," primarily for the British students, and "The structure and functions of local government," intended for the Dutch students, there was, however, no suggestion of segregation, and many lectures were attended by all the students from both countries.

The lecturers had been well chosen, and so stimulated their listeners that only the chairman's gavel ended the discussion which followed every talk, and after the sessions groups of students continued their arguments over the meal-tables, in the quads, and in their rooms. Even beforehand, groups were to be overheard discussing the comprehensive notes on each lecture, which appeared in the admirable 56-page booklet prepared by the education department. And judging by the thoughtful questions asked throughout the week, these informal sessions were a most valuable part of the school.

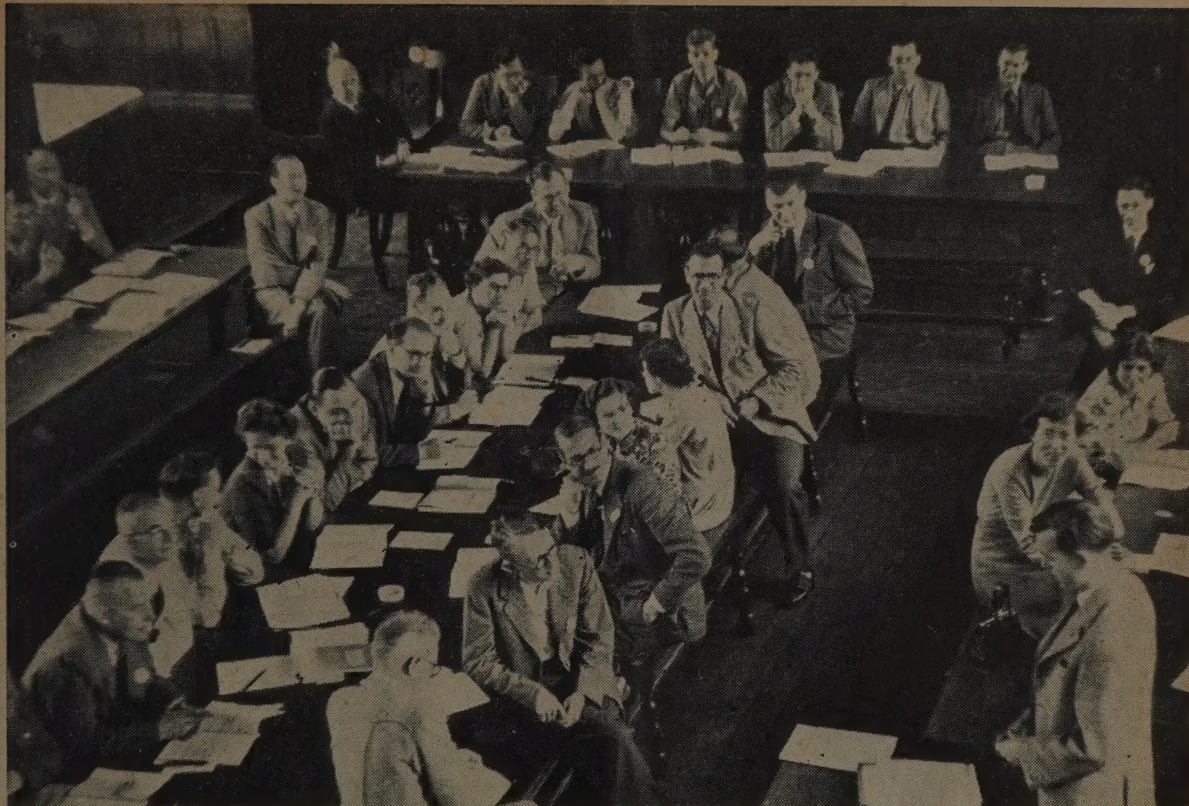
A mock council meeting, held in Oxford's council chamber, was perhaps the highlight of the week. J. H. WARREN, NALGO's general secretary, set the pace at the beginning by doubting the validity of the minutes, since "the town clerk had been incarcerated immediately after the last meeting for being drunk and disorderly, and his deputy was in an inebriates' home." A. E. ODELL, chairman of the N.E.C.'s education committee, who presided as Mayor, skillfully over-ruled this objection, and PETER SELF and R. J. RODDIS, both lecturers at the school, assumed the rôles of leader of the council and opposition, and chevied through the reports in like tempo.



A room with a view—the impressive façade of Oriel College as seen by a student from his bedroom window.



An early riser scans the notice board for details of the day's lectures, while feline ablutions continue undisturbed.



*Students listen intently to a lecture by C. N. Ward-Perkins, of Oxford University, on Britain's social and economic background.*

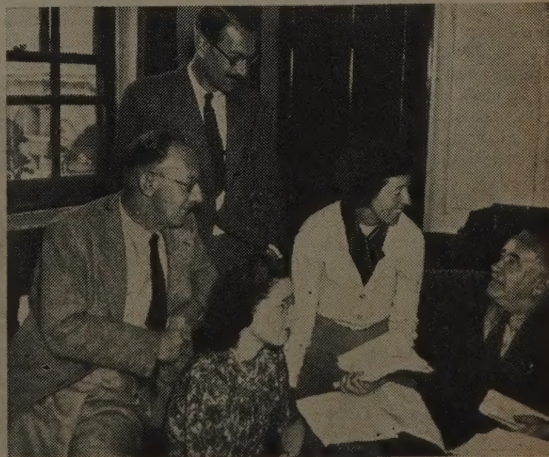
Notwithstanding the hilarity of the evening, the meetings were conducted according to correct procedure, while the debating was of a standard rarely surpassed, and seldom, I venture, equalled in any council chamber.

Thirteen lectures were given in the five working days, but the students still found time to enjoy the beauty of Oxford and some of the holiday pleasures it offers, as well as the organised social events. These included a cricket match with an Oxford City branch eleven on Trinity

College ground, which ended in defeat for the visitors; a lawn tennis tournament, won by F. M. WOODSFORD, Bournemouth; two Mayoral receptions, one at Oxford and the other at Stratford-on-Avon, a visit to the Memorial Theatre to see "Julius Caesar", and, finally, the farewell party, when the Dutch students delighted us with their traditional dances and Mrs. Simons-Rosenheimer, a well-known broadcaster and concert pianist in her own country, gave a recital which outshone all other efforts.



*Neville Hobson, lecturer on local government constitution, discusses the programme with K. S. Carter, education officer.*



*Informal discussions were often as interesting as the lectures, as this group of electricity service students found.*

# New examinations can improve status of service and officer

by K. S. CARTER\*

THE NEW examinations scheme of the Local Government Examinations Board, announced in last month's "L.G.S.," constitutes an important step in the development of post-entry training, leading as it will to a professional qualification for administrators—one of NALGO'S oldest objectives.

I do not propose here to comment at any length on the vexed question of whether good administrators can be identified on the basis of success at written examinations. The method has at least proved useful in other fields of the public service, and the National Joint Council has acknowledged its limitations in saying that there are many valuable qualities—such as zeal, and ability to take responsibility and handle staff—which cannot be submitted to a written test. It is reasonable, therefore, not only to hope, but to expect that the N.J.C. will carefully watch reaction to the new examinations, and be prepared to modify them if necessary in the light of experience.

What, then, is the purpose of the new examinations? The N.J.C. believes that a marked distinction can be drawn between the duties and responsibilities of those who ought to be graded as clerical and higher clerical officers, and those who ought to be graded as administrative, professional, or technical officers. The training and knowledge required for each group differ considerably, and it is partly for this reason that the promotion examination has been dropped, for it attempted to apply the same test to both groups. Now, each group has its own examination.

## Examinations next year

The clerical examination, intended "to test suitability for promotion to the clerical and higher clerical divisions," has been designed to assess ability to write clear, simple English, and to ensure that the candidate has a factual knowledge of local and central government and elementary understanding of its principles and problems. Three papers of three hours will be set in these subjects at this examination, the first of which is to be held in April, 1951. Any officer aged 18 on April 1 before the examination, and having six months' service with a public authority, will be eligible to sit.

The administrative examination, intended to "serve as a qualification for

promotion through the administrative, professional, and technical scales to the more senior posts," is designed to test quality of mind as well as factual knowledge, and "to pick out candidates who have mental ability, alertness, and a capacity to understand a new problem."

The examination will have intermediate and final stages, the latter being divided into two parts which may be taken separately. Officers who are 19 years of age on the last date of entry to the examination are eligible to take the intermediate, which will be held for the first time in October, 1951. Since the administrative officer is deemed to require "a wider and more detailed" training than his colleagues in the clerical and higher clerical divisions, his examination will consist of five three-hour papers: Essay and précis (compulsory); Local and central government—two papers (compulsory); one of the following "mental discipline" subjects: economics, mathematics, statistics, logic and scientific method; and one general subject chosen from social and economic history, constitutional law, elements of English law, and geography. A special additional paper can be taken in Welsh.

## "An intriguing problem"

The first final examination will be held in April, 1952. Part I consists of three compulsory papers of three hours: one general paper on principles and problems of public administration, a second dealing specially with local government, and the third on the social services. Part II furnishes an intriguing problem for the candidate who wishes to reduce his field of study by a judicious selection of subjects. Two subjects may be chosen from social and political history, political institutions, social statistics, economics of public finance, administrative law, and nationalised industries' administration. Alternatively, one of these subjects may be taken with one of the following: local government law, local government finance, education, public health, or, with the approval of the Board, a special paper on the administration of a particular department.

Although the detailed syllabus of the final administrative examination is not yet published, the subjects involved and the intermediate syllabus suggest that the new examination will have the same

academic approach as had the promotion examination. The Board describes the standard of the administrative examination as "approximately that of the intermediate and final stages respectively of the professional examinations usually taken by local government officers." As far as subject matter is concerned, however, more "background" subjects are required than in the average professional examination and there may well be room, in the future, for a more practical test, such as the preparation of a report on some problem connected with the candidate's authority—the desirability of central purchasing, or delegation to divisional executives, for example. Such information, incidentally, would be invaluable in connection with local government research.

## Who will take them?

Who will take the new examinations? Will the majority of those in the general division attempt the clerical examination, or will they take the intermediate administrative? The clerical examination qualifies for promotion to clerical and higher clerical divisions, whereas the intermediate is intended to qualify for all posts up to A.P.T. IV, and the final for posts above that grade.

The new examination is regarded as particularly appropriate for staffs in departments where no professional or technical qualification is available, and it may be the solution for those members in education departments who have been urging NALGO to arrange a suitable qualification for them.

On the other hand, it is suggested that even senior technicians will find study for the examinations assists them in their administrative duties. This, of course, is one aspect of NALGO'S "bread and butter" policy, whereby the specialist officers were encouraged to take their professional and technical qualifications, and then to study the wider problems of administration. An interesting situation will now arise if, in fact, the technician is tempted to take the administrative examination. The professional "closed shop," justified though it may be, will prevent the administrator backing his administrative qualification by a technical one, whilst the technical man will be quite free to garner an administrative qualification.

## The new entrant

Then there is the problem of the new entrant, who quickly decides to make his career in some specific professional or technical field. In the past, he has had a fairly obvious path before him, and much will depend upon the lists of examinations now being considered for recognition as alternatives to the Clerical Division examination or for grading purposes. Many junior officers, who have hitherto regarded study for the promotion examination as an unwarranted hindrance to their professional studies, may now be expected

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to consider the clerical examination, since study for this could quickly be completed at an early stage in their careers, and would provide useful background knowledge. For this reason, amongst others, it might be helpful were the clerical examination to be held twice a year.

### An aid to other examinations

A difficulty, which throws into relief the whole problem of the relationship between the many examinations taken by our members, is the recognition of the promotion examination by the I.M.T.A. and other bodies as an alternative to their *preliminary examination*—a valuable opportunity for those who had not matriculated. I hope that eventually there will be more co-ordination between examining bodies in the planning of syllabuses. For instance, a particular complication arises from the recent modifications in the examination syllabuses of the Chartered Institute of Secretaries and the Corporation of Certified Secretaries. It is now possible, in the C.I.S., to take papers on law, secretarial practice, and accountancy relating to local government instead of to companies, while the C.C.S. has a special examination in local government and public administration. More and more local government officers have become interested in these examinations recently, particularly since they have some standing outside as well as inside local government.

Undoubtedly, some of the regulations of the new examinations, with which I cannot deal in detail in this article, will present difficulties and create anomalies at first; most newly constituted examinations do. I am, however, looking at the problems purely from the student's viewpoint, and cannot, at this stage, comment on the various service conditions problems which might arise. The N.J.C. is carefully considering the position of successful promotion examination candidates, and, when it has settled its policy, it should be possible to offer some more concrete suggestions.

### How does it affect you?

In the meantime, it may help if we consider the problems of certain typical members.

*The member who has passed the promotion examination* would be unwise to go too long without a definite examination objective, because the habit of study, once lost, is not easily regained. More than a thousand people have passed the promotion examination. If the N.J.C. decides to allow them to proceed straight to the administrative final, or gives them such exemptions in the intermediate that they have comparatively little work to do between now and November, 1951, they could take the C.I.S. or C.C.S. examinations. Of course, the successful promotion examination candidate is strictly eligible for promotion to any grade above the general division, but, having such a useful lead in administrative studies, I would

recommend him to go ahead, so that he can hold his own with those who qualify as "administrative finalists."

The more ambitious, having obtained exemption in three subjects in the C.C.S. intermediate, and having made a judicious choice of subjects for both secretarial and administrative examinations, might so plan their studies as to pass both final administrative and C.C.S. examinations by December, 1952. The less ambitious, content with one examination at a time, should start their studies for the administrative examination as soon as the relevant N.J.C. decisions have been reached.

*For the young member starting from scratch*, the clerical examination is clearly indicated. Some may be able to take this before their period of national service, others may be able to continue preparation during their military training (an annual grant of £3 is payable through the War Office towards the cost of a correspondence course). Whatever his eventual career, our young member will find this groundwork helpful in his professional studies.

*The member who has started to study for the promotion examination*, or has taken it and failed, should aim to take the first intermediate administrative examination in October, 1951, but he might cut his teeth on the clerical examination next April. Examination experience is valuable, and there is ample time for preparation. At the same time, he would be securing eligibility for promotion from the general to the clerical divisions.

Students who have enrolled with the NALGO Correspondence Institute for a promotion examination course will, without payment of further fees, be prepared for the administrative intermediate, and the same concession applies to the 30 N.C.I. students who failed this year's promotion examination.

*The older member who is still in the general division and has done nothing about qualifying* (apart from those covered by

the N.J.C. decision exempting those over 35 with 15 years' service) should aim to take the clerical examination as soon as possible. He has probably not studied for some time, and it may not be so easy for him as for a youngster, but I think he should "have a go" at this simpler clerical examination next April. He can stop at that if he likes, but the more ambitious member can use it as a stepping-stone to the administrative intermediate.

*The student committed to a course of professional study*, undertaken because no administrative examination existed, should press on with his work, but tell his branch. His case must be considered as both a short-term problem of transition, and a long-term problem of recognition. In the short-term, the man who has studied, or is studying for, say, the C.I.S., C.C.S., or NALGO examinations in the absence of anything more suitable, has a right to be considered on the same basis as those who have passed the promotion examination.

### Your first move

All who are interested in the new examinations should get their own copy of the regulations and syllabuses from the Secretary of the Local Government Examinations Board, 37, Upper Grosvenor Street, London, W.1, and, if in difficulty, should write to Headquarters for advice and help with their studies. A 76 per cent pass for NALGO's own correspondence students (compared with 58 per cent for all students) in the 1950 promotion examination is convincing proof that NALGO's tuition methods are sound.

### No hanging back!

Now that the N.J.C. has met the most justifiable objections to the promotion examination, the clerical and administrative officer has no excuse for hanging back. He can show that he is willing and anxious to qualify, thus improving the status of the service in general, and his own job in particular.

It is perhaps significant that the N.J.C. has chosen June, 1951 as the date on which deferment of strict application of paragraph 28 of the Charter will end, since that is when we may expect the results of the first clerical examination.

Those who question the value and status of the administrative examination should remember that its stability can be assured by giving support to a long-desired innovation. We can expect the Board to set a high standard for its examinations. The hundreds of successful promotion examination candidates should form the nucleus of those who can take the first administrative examination. The sooner a significant number of local government officers passes the various parts of the administrative examination, the sooner will that examination establish itself as an accepted professional qualification for the administrator.



"This local government chap hasn't been here a week, and he's complaining about not being on 'Higher Clerical!'"

# Adaptation of Association machinery

CONFERENCE decided that the full text of the National Executive Council's report and scheme on the adaptation of Association machinery should be published in the journal to give every member an equal opportunity of considering the proposals made for NALGO's future structure. We publish them now, together with the Conference discussion on some of the proposals.

## The report

### I. THE EXISTING STRUCTURE

IT IS ESSENTIAL to an understanding of the topics dealt with in this report, of the issues involved, and the proposals made, to have a clear picture of the chief features of the Association's existing structure, and of the essential nature and function of its governing bodies. There are three levels in the present structure, and these, in general terms, can be described as national, regional, and local. At the national level there are (1) Conference, and (2) the National Executive Council. These are the Association's supreme agencies of government, the first in the sphere of policy, and the second in the sphere of executive action and administration. At the regional level there is a series of district committees, each operating in a defined "district committee area," of regional scope and character, comprising one or more counties. Of such areas (shortly called districts) there are at present twelve, including Scotland, which is a district in itself; and the Council has power to adjust the boundaries of contiguous districts. At the local level comes the network of branches, of which there are at present about 1,200.

#### Conference

The rôle of Conference is indicated quite shortly by rule 20 (a), which says that "the general policy of the Association shall be directed by a Conference." Under rule 20 (b) Conference consists of representatives of branches, of district committees, and of those sectional and professional organisations which are associated with NALGO, together with the members of the National Executive Council and the Honorary Officers. As will be seen from rule 23, it is the branch representatives who form the bulk of the representation, district committees electing not more than four nor less than two, and

sectional organisations electing one or two, according to their size. The scale of branch representation is set out in rule 23 (b) and will be the subject of comment later in this report. In the main, Conference is obviously an assembly of a territorial character, based on a territorial network of branches, and not an assembly built up by the representation of different classes or grades of local government officers or other officers engaged in public administration. The rules provide for Conference to meet annually, and procedure is available for special Conferences to be summoned. Motions for Conference may be submitted by the Council, district committees, branches, and the associated sectional organisations.

#### The National Executive Council

The rôle of the National Executive Council is defined in rule 34, which provides that the Council "shall be vested with, and shall exercise, the fullest executive powers, provided always that in the exercise of such powers it shall do nothing inconsistent with the rules, or the general policy of the Association as laid down from time to time by annual or other Conferences." Like all such bodies, the Council, of necessity, in practice, takes a wide initiative in the recommendation of policy to Conference; and much of the work of Conference is devoted to the consideration of proposals put forward by the Council, as well as to a review of its work as related in its Annual Report.

The Council comprises (a) the Honorary Officers of the Association (who are elected annually by Conference on the nomination of the Council or district committees) with the exception of the Trustees, (b) the Immediate Past President, (c) the Chairmen for the time being of the Association's statutory ancillaries, i.e. the Provident Society, the Building Society and Logonia, if such Chairmen are not otherwise members of the Council, and (d) a number of members directly elected by vote of the members in the districts on the nomination of branches only. The directly elected element of the Council is the preponderant one and has usually accounted for almost nine-tenths of the total.

For the purposes of election to the Council the "district committee areas" are taken as electoral areas, and a number of seats assigned, according to a scale of representation, to each district committee area. The scale of representation will be found in rule 50; and is the subject of further comment in this report. This

division of the country into electoral areas, and assignment of seats to such areas, does not, of course, destroy the national character of the Council. Such an arrangement, or one like it, is essential on practical considerations for purposes of voting and election. The Association's members cast individual votes in the elections held in each district. As part of emergency arrangements operative during the last war, the Council was for a time elected by the casting of aggregate branch votes, but the arrangements under rule were reverted to when the war closed. It may be said that the Council, like Conference, is elected on a territorial basis, and is not composed of groups representing particular classes or grades of local government officer, or sections of local government officers in the employ of different types of local authority, or (since 1945) the different public service groups into which the membership is now re-shuffled.

#### District committees

The Association's rules leave the functions and powers of the district committees undefined. Rule 49 merely states that they are formed "for the purposes of carrying on the work and the general activities of the Association." Rule 51, however, says that their constitution and powers "shall conform to an outline, or model scheme, to be issued by the Council." Model Rules were approved by the Council in October, 1943. These, however, specify not powers but "objects"—which Rule 2 sets out in the following terms:

- (a) To assist and encourage the formation and development of branches in the district.
- (b) To act as the medium for the discussion of any representations by branches on questions having a general application in relation to salaries and/or service conditions, and to decide the action to be taken thereon.
- (c) To make representations to the National Executive Council and/or appropriate Whitley Council, on matters of policy affecting the salaries or service conditions of members.
- (d) To consider any matter appertaining to the Conference agenda.
- (e) To stimulate and foster support of the ancillaries and any other approved objects of the Association.

The functions of the district committees have, in fact, been built up through experience and practice, and represent a

sphere of interest rather than a sphere for the exercise of specific powers. Generally speaking, it is true to say that the committees have no executive power, except where, here and there, the rules prescribe a few duties of a ministerial character, such as the conduct of the counting in elections for the Council (Rule 45), or when the Council has from time to time left some local difficulty in their charge. But this is not to say that their place in the Association's structure is a nominal or unimportant one. Far from it. Although at no time do they appear to have sought, from Conference or the National Executive Council, any substantial range of delegated executive power, and have been manifestly conscious of the need to preserve an integrated policy and control at the national level, they have marked out for themselves, by general consent, a place and sphere of activity which has made them an indispensable element in the Association's structure, and enabled them to make an invaluable contribution to the Association's strength and effort. They have exercised in practice a considerable influence upon policy, and a most useful oversight of the Association's organisation and work in each area.

All this they have done in several ways. In bringing together branch representatives over wide areas, they have brought to the key personnel in the branches a consciousness of common interest and effort, and a knowledge of common problems, far fuller and greater than would have been the case had no such intermediate agency existed between the local and national levels of organisation. Through the contact the branch representatives make at this level with the members of the National Executive Council elected in the district (who are *ex-officio* members of the district committee) the branches have been kept in intimate touch with work and problems on the national plane; and the Association's leadership in turn has been kept in touch with the problems and reactions of members. In such assemblies it is possible, for branch representatives to view their interests over wider horizons than are set by the particular grade, class, or group to which they belong. As a consequence, the district committees have become useful "sounding boards." They are bodies in which important questions of policy can be ventilated, and suggestions tested, before these take their constitutional course through to Conference or to the National Executive Council. Moreover, in the last ten years or so in which Whitley machinery has been completed and firmly established, the district committees have watched over its growth and activity at the provincial level. Finally, they have acted as invaluable agencies for specific aspects of the Association's work, such as the administration of the Benevolent and Orphan Fund, and the development of the education and public relations policies.

As mentioned, the district committees are composed, apart from a small

*ex-officio* element, of representatives of branches. The rules, however, provide no common scale. Rule 53 contemplates that each branch shall be represented, but leaves the scale of representation to be fixed by the district committee itself.

### Branches

Rule 54, which deals with the composition of branches, is drawn in very wide terms as to the type of branch that can be established. As will be seen, it sets no limit upon the number of members, either as a minimum or a maximum, required for the establishment of a separate branch. The effect of this rule, particularly in the new conditions of recruitment, in increasing the total number of branches, and in allowing of vast disparities in their size, will be referred to later.

The majority of local government branches are representative of members in the employ of one single local authority. A number of local government branches, however, have always comprised the district groups of members employed by several adjoining authorities. Such branches have been known as "composite branches." Some local government branches, particularly those for county council members, have provided in their constitutions for an organism of sub-branches.

The rule makes provision for a member to become attached to either the "employer branch," i.e. the branch containing the main nucleus of members employed by the authority which employs him, or to the "local branch," i.e. the one in the area in which he works. This provision was introduced mainly for the benefit of members employed by county councils in areas of sparse or scattered population, and was designed to meet the case of an out-posted member who felt that he might be better served by contacts, particularly for social purposes, with the branch in the borough or district in which he was stationed. The rule provides, however, that his service conditions should be dealt with through the "employer branch."

When the Association began to recruit the staffs in company utilities, etc., in advance of nationalisation, and to deal with the groups of new membership, ex-municipal and ex-company, etc., in the nationalised services, as successive nationalisation measures began to be implemented, it was felt wise to allow rule 34 to operate in its existing wide terms, and to allow an option to the new service-groups of membership as to the type of branch they should form or join. They could attach themselves to appropriate local government branches (thus creating a new type of composite branch, "mixed" as to service-groups), or they could form separate branches. As conditions changed with the advance of the nationalisation measures, the National Executive Council issued a circular of advice, recommending the formation of separate branches for the new service-groups wherever possible. It

did so in the knowledge that the new branches would for the most part be of substantial size. It continued for the time being the long-standing policy of affording facilities to local government composite branches to split into single-unit branches whenever that could be locally agreed and seemed justified by the growth of one or other of their constituent groups, through the growth of a town or local government area. But it is evident that such a course holds new implications in the vast growth of the Association and the expansion of its field of recruitment.

### Financial structure

The foregoing account of branch structure completes this introductory summary of the main features of the Association's existing constitution, but it is necessary to add to it a sketch of financial structure, i.e. the system on which the Association is financed at its three levels; since any proposals for re-adaptation of the Association's machinery ought not to proceed without regard to any questions of financial relationship which they may raise.

The subscriptions raised by the Association are not prescribed by rule, but left by rule (No. 10) to be prescribed by Conference from time to time. Similarly, while the rules (see rules 10 and 17) require percentages of the subscription income to be retained by branches and paid to district committees, respectively, they leave these percentages to be fixed by Conference. It will be noticed that both rules also contain provisions enabling the Council to make, in conditions specified, additional grants to both branches and districts. In the last five years such grants have been made to only three branches and one district committee, and, in fact, the number of applications from either kind of body has been quite small.

The current scale of subscriptions was fixed by Conference in 1945 and first operated on the revenue for the financial year 1946. Conference prescribed the percentage rebate to branches at the figure of 35 per cent with a proviso that with the approval of the National Executive Council 40 per cent might be retained in areas of sparse or scattered population, where need could be shown. The present rebates to district committees were prescribed in 1946 and were effective from November 1st, 1945. A total rebate of 5 per cent of gross subscriptions is



"Whether you wish to impress O. and M. or not, bring back my other basket!"

apportioned amongst the remaining districts after allowing 4 per cent, or 4½ per cent, to the largest districts. This represented a modification of a pre-existing rebate at the uniform rate of 5 per cent for all districts.

## II. THE SITUATION TO BE DEALT WITH

Briefly stated, the task of the forthcoming Conference is to settle the future shape of the Association, structurally and constitutionally, and to settle any associated questions with regard to finance. Something should be said at the outset of the situation which has given rise to this task, and the general nature of the problems involved.

Broadly speaking, the situation with which Conference has to deal arises from two main causes, (1) the remarkable increase in Association membership, and (2) the fact that, since 1945, owing to measures of nationalisation involving transfers from the sphere of local government, and the Association's decision to retain its membership, and to recruit, in the nationalised fields concerned, its membership is no longer confined to the local government service, but extends to staffs in certain nationalised services, namely, electricity supply, the gas industry, certain sections of the transport industry, and the national health service. Each of these two causes, both the overall increase in numbers, and the division of the membership into various "service groups," as we shall shortly call them, has its own impact on the major problems to be dealt with; but the causes interact, and a solution to each problem must take into account both aspects in the situation. It is well to remember, however, that some of the problems would have emerged, sooner or later, through the increase in local government membership; the effect of the re-shuffle of membership into several fields being one of accentuation.

Let us take first the facts, and the impact, of the growth in membership. The most striking fact is that, since 1938, the membership has almost doubled. It stood at about 100,000 in 1938, and, following upon an increase of about 13,000 in the year just concluded, now stands at about 190,000. The growth is hardly less remarkable if one goes farther back still. Between the two wars it rose from about 18,000 to the 100,000 or so in 1938. The increase since 1945 has been about 57,000. The inter-war growth doubtless represents the considerable expansion in the local government service which took place between the wars, as well as a rising percentage of recruitment in relation to the potential. The increase since 1945 represents to a substantial extent additional recruitment in the new fields. Nevertheless, the local government membership is still the preponderant portion to-day. It is estimated to be

147,000 out of the present figure of 190,000.

The impact of such a growth with which we are concerned here is the impact upon the Association's constitutional machinery, the basis of which is, of course, representative, and particularly upon the size of the Association's governing bodies. The scales of representation upon which this machinery and these bodies are built up were revised from time to time between the two wars. They have, however, always been, and still are, of a kind which causes the size of Conference and of the Council (and indeed the district committees) to expand automatically with increases in membership. The current scales have operated since some years before the last war. The impact of growth was already being felt when the last war broke out. It was, however, impossible to take any action during the war, and if not impossible, then at any rate impracticable and dangerous, to attempt any drastic revision at its close, when the Association faced the tasks arising out of the Charter, recruitment in new fields in a very fluid situation, and a whole series of new major tasks in the establishment of new bargaining machinery in these new fields. To-day, therefore, scales of representation formulated 15 years ago, or thereabouts, and reflecting the conditions of the time, sustain the full impact of 15 years' growth. If the Association's present rules were left to operate, its governing bodies would be of impracticable size. What is more, although every scale of representation must temper, in one direction or another, the ratios in which membership units can claim representation with strict regard to their size, there could be no semblance of equity in any future arrangements for representation without drastic change of some kind in the existing scales.

Inseparably bound up with the considerations just outlined is the question of branch size and structure. The composition of the Association's principal governing body, namely Conference, is founded upon branch representation, and the composition and size of Conference are thus profoundly affected by branch structure. The second aspect in the present situation, namely the division or spread of membership into several service-groups, has in turn a profound bearing on questions of branch layout, structure, and size.

Let us turn now to the second aspect of the situation. In adding to the overall membership of the Association and the number of branches, the recruitment in the new fields, and the re-shuffle of membership into five service groups in place of one, has accentuated, as we have said, the problems of growth. But it has also raised practical problems of a new kind, and has prompted some questions as to the future structure of the Association in its more fundamental aspects.

None of the practical problems has proved to be insuperable. The steps

taken to deal with them will be briefly mentioned in the next section of this report. Experience has shown that they enabled the Association, at perhaps the most crucial juncture in its history, to secure the implementation of the Charter for the local government membership; to consolidate the local government Whitley machinery, to protect the interests of members passing over from the local government service to the new nationalised services, to establish Whitley machinery in the new fields, to make progress with the establishment of national conditions of service in these fields, and to bring the newly recruited membership into active effort, both for themselves and for the Association at large.

One new factor in the situation which was generally recognised to have an inescapable impact upon the Association's future structure was the circumstance that in each new nationalised field the administrative structure laid down by statute would make its own impress upon the regional and local disposition of the staffs in that particular service group; and that the groupings of staff in the new fields would not only differ amongst themselves but be different from the groupings into districts established for the membership when it was confined to the local government service. It was clear that if districts and district committees were to be preserved, they could no longer rest upon a fixed geographical boundary; and it was felt that this was a difficult new factor to be reckoned with in any reshaping of the Association's structure. The experience gained from transitional measures has shown that this factor has not quite the far-reaching and disintegrating impact upon the Association's constitution that many thought it must have. There is nothing in it which impels the Association to turn over to a fundamentally new kind of constitution based entirely upon autonomous or semi-autonomous groups of membership, leaving the Association at its national level a federal structure of group representatives.

It must be said, however, that some, but not all, of the newly recruited members advocated such a development, as either inevitable or highly desirable. Their interest and concern in the matter can be well understood. They may have had misgivings about the Association's ability to interest itself as keenly in the service conditions of the new members as in those of the old. They felt, and felt rightly, that the new groups should have their own say in the settlement of their conditions of service. They saw what was no doubt at that time a very complex pattern of organisation, as the new conditions were being tackled, and felt some misgivings about the Association's machinery. Their perfectly understandable anxieties led them to the conclusion that a development of the kind indicated must inevitably ensue.

Even had such a development been necessary or desirable, it would have been impossible to carry it out at that time, or

indeed at any time up till now, or some years still ahead. Such a system is peculiarly dependent upon carefully adjusted ratios of representation both for the groups and whatever federal bodies are necessary at the top. To devise such a system was absolutely impossible while the staffs in the new services were being fitted into a new kind of area layout, under each nationalisation plan, a process which has taken time and, as a matter of fact, is not yet complete, having been protracted because one nationalisation measure has followed another, the administrative structure for road passenger transport being even yet not settled.

The Council, however, does not believe that any such change is necessary, and considers that it would be most undesirable. Conference itself declared against such a conception in 1948 and again in 1949 by passing the following motions:

"That this Conference resolves that all matters relating to public utilities be dealt with by the National Executive Council under one head and that no completely separate sections be formed to weaken or disrupt the NALGO framework as at present constituted" (1948).

"That this Conference, whilst appreciating the special problems of the staffs of the nationalized services, considers that to set up separate autonomous organizations representing separate sectional interests within the Association, thereby destroying its all-embracing character, would not be in the best interest of the members of the Association as a whole" (1949):

To a large extent, no doubt, these motions represented the reaction of local government representatives, who are, of course, in the majority at Conference, against the more radical ideas of some of the utility-staff members who had entered the new nationalized fields. The local government members saw nothing in the situation to justify a drastic change in the Association's constitution at a most difficult time merely because new classes of members had just entered it whose trade union knowledge and experience were, on the whole, considerably less than their own. Nevertheless, the National Executive Council wishes to assure the membership in the new nationalised fields that it has not failed to explore this or any other scheme on its merits. If the Council emphatically rejects all proposals for a federal or functional structure, as it does, it is not because the Council has failed to consider the ideas which prompted such proposals, the desires and anxieties of the staffs in the new fields, and their natural ambition to have a recognised place in the Association's constitution. The Council believes that it can meet all their aspirations in a satisfactory way, while safeguarding the cohesion and the unity, and therefore the ultimate efficiency, of the Association, in relation to every class of membership.

### III. TRANSITIONAL MEASURES

The return of members from overseas,

the resumption of normal functions, and the initial success of the Association in recruiting members from public utility undertakings, etc., in advance of nationalization, caused the impact of the increase in overall membership, and in the number of branches, to be very quickly felt soon after the close of the war. Foreseeing the difficulties which would arise, which included the very practical difficulties of physical accommodation for both Conference and the Council, the Council was compelled to advise Conference to suspend the operation of the existing rules as they affected the size of both bodies. Conference agreed, and accordingly during the



"Say, you've got me there, buddy! Guess we've no beetles that big in the States—trained, too!"

last few years (1) representation at Conference has been upon a reduced scale, and (2) the size of the National Executive Council has remained "frozen" at the present figure for directly elected membership of 66. The reduced scale of representation at Conference was the most equitable which the Council could devise under the limitations experienced since the close of the war with regard to the facilities available in most Conference towns. It imposed, however, a very severe sacrifice upon branches of large or substantial size, to the benefit of the smaller ones, having regard to a desire to preserve, for the time being at any rate, the right of each branch to send at least one representative.

Important measures were also taken to deal with the progressive re-shuffle of membership into five service groups. The steps taken under the existing rules to organise membership in the new fields into branches have already been indicated in Section I; and they have of necessity resulted in an existing pattern of branches which is complex and diverse. There are local government branches, some composite as to the local government units covered; some "mixed"; and there are

separate branches of members in each of the nationalised fields. Staffs in the new nationalised fields have passed over from local government as well as from private units, and where the local authority ran trading undertakings which have been affected by nationalization, a situation which was a characteristic one in the north of England, large local government branches have in many instances been broken down into separate branches for local government and the other services.

Where separate nationalised service branches were formed they have, of course, been entitled to representation at Conference under existing rules and the modified scale. The further step was, however, taken of affording the representatives of the new service groups facilities to meet in the Conference town for informal discussions before Conference. No steps were taken to make any special provision, even temporarily, for the representation of the several new groups in the composition of the National Executive Council. It was anticipated that the new groups would not, in fact, for long go unrepresented on the Council because their leading personalities would soon secure election on the principles embodied in the existing constitution. Today, 15 out of the 66 elected members of the Council serve in one or other of the four national services, electricity, gas, health, and transport.

Very important steps were, however, taken to give the membership of the new groups a say in the settlement of their own service conditions, and an active and full part in the establishment and working of the new bargaining machinery for their respective services. The Council took steps, with the help of the district committees, to establish consultative machinery in and for each group, comprising consultative committees at both national and district level. These bodies were first established on an improvised footing and proved of great help in tackling the initial problems of the staffs in the implementation of the nationalization measures. Later, as was intended, the Council, with the sanction of Conference, established these committees on an orderly representative basis, as and when progress with each nationalisation measure made such a course possible. The progress made with the nationalisation of electricity rendered the constitutions for the committees in that sphere the first to be introduced; and these have served as a model for the others. These constitutions are to be found on pages 72 to 76 of the Annual Report for 1948. Progress with the others was slower, necessarily so owing to the slower pace, and, perhaps, the more complex problem, of administrative change. The consultative committees now exist at national and district level for all four services, electricity, gas, health, and transport. Where the bargaining machinery is completed the committees are now working regularly in close touch with the respective staffs sides at both national and district level.

Finally, it should be noticed that to cope

with the problem of the dissolution of the district committee boundary, so far as the new nationalised services were concerned, steps were taken by administrative action, and were later sanctioned by Conference, to assign branches in the new fields to one or other district for the purposes of liaison and participation in district committee work. Similar steps were taken to relate the consultative committees to an appropriate district committee. Although there is some tidying up to be done, no insuperable difficulties have been encountered in this process and, as will be seen, it has foreshadowed, and to a large extent tested in advance, a practicable plan for linking service conditions machinery, in and for the several service-groups, to staff sides, and to bodies of the same kind as the present district committees, at the Association's intermediate constitutional level.

#### IV. THE COUNCIL'S APPROACH, AND THE PRINCIPLES ANIMATING THE SCHEME

Beyond all doubt, the paramount objective of NALGO as a trade union is the trade union objective, and its constitutional machinery must be adapted to the pursuit of that objective in the spheres of employment with which it is concerned, and must enlist the support and effort of the staffs concerned. A still more fundamental consideration than the trade union objective, however, is the trade union itself: its cohesion, its unity, the overall organisational strength which these can give, and the clear, vigorous and comprehensive policy which can result if they are maintained. The latter consideration draws added force from the circumstance that, while the Association's field of membership now comprises five different spheres of employment, these are all spheres of public service. What happens in one has repercussions on the other, and a broad avenue for common policy and effort must in the long run unflinchingly endure to the advantage of each.

It is fundamental principles of this kind which have animated the Council in its approach to the question of the Association's future shape and which underlie the Scheme it puts forward. It is these principles which lead the Council to reject the conception of a future constitution of the "functional" or "federal" type previously mentioned. In the most logical and certainly the most extreme form in which this conception was put forward in certain quarters two or three years ago, the bulk of the membership would have been segregated into sections from bottom to top. The National Executive Council would have been a body of delegates from representative groups built up below. Some schemes did not hesitate to divide Conference itself into separate conferences for each group, ending with some general assembly to handle their recommendations in a manner not very clearly indicated and which it is difficult to imagine as workable in practice.

Your Council sees in schemes of this kind a danger to the Association's cohesion and unity, and the risk of a disintegration of policy and action at the level where integration is most called for, that is to say the highest—that of Conference and the Council. The sectional outlook would be over-emphasised. It is doubtful whether any of the schemes could preserve the contacts which already exist between the different sections of membership. Further, instead of standing in direct relation to members generally, each individual member of the Council would be drawn into a special relationship with a group. The contact between rank and file and leadership would be weakened, particularly if, as in most of the schemes put forward, members of the Council were elected *indirectly* in the groups, by vote of provincial delegations below.

Your Council believes, on the contrary, that at all fundamental points of the structure, and in particular at the highest levels of government, namely, Conference and the National Executive Council, the principles of the present constitution should be maintained in relation to the composition of the governing bodies.

#### Conference

Like the parliament of the nation, Conference, the parliament of NALGO, should continue to be an assembly of representatives who represent the membership at large, and who are not the delegates of this, that, or the other section. It should be able to override, if necessary, any one section on the kinds of issue with which Conference deals, namely, those which, though they may relate specifically to this or the other service-group, are to be judged, not only from one sectional standpoint, but from the standpoint of common interest and policy.

#### The Council

Similarly, the Council should be a group of representatives, and not delegates. Its members should not be tied to any sectional interest. They should have emerged as candidates who have taken an interest, and become knowledgeable, in the wider issues of Association policy. They should be in such a relation to the members as leaves them to retain the broadest outlook, and scan the widest horizons. They should be men and women who have made their appeal to the membership at large, upon their own personality and ability, in the widest possible field of competition. The constituency to which they render an account of their stewardship should be a constituency of NALGO members as such. It is no doubt true that the retention of the present principle, which allows of all these consequences, cannot ensure that the National Council reflects the relative strength of the several service groups. It could indeed happen that some group might go "unrepresented." It must be

bluntly said that, even so, these are secondary considerations. But, in any event, it is unlikely that any group would fail to be represented in one year, if not another.

#### District committees

Having reviewed the rôle of the district committees, both when the Association represented one service group only, and subsequently when it comprises five, your Council feels that an intermediate level in the Association's constitution is still requisite. It desires to preserve a body like the present district committees, with their present, and possibly an extended, field of interest and responsibility. It believes that it has found a means of doing this in the adoption of the "manifold district area" mentioned in the Scheme, and a means, moreover, which will enable all branches to participate in the work of the district committees, and preserve the district committees as agencies which bring together branch representatives, in close contact with the rank and file, thus providing the rank and file with direct channels of expression and a close link with the Association's leadership.

The important part to be played by the district committees in regard to the specific proposals of the Scheme are commented upon later. (See the remainder of this section of the report, and the commentary in the next section on Sections 3 and 5 of the Scheme.)

#### National and regional service conditions machinery for groups

Having spoken of the paramount principles applied in the Scheme put forward, we pass to the recognition to be given to the several service groups. The Council recognises to the full that a new situation has arisen which calls for change and re-adaptation; and is agreed that this must primarily be conceived of in terms of appropriate service conditions machinery for each group. The essence of the problem is to preserve a structure which satisfies the principles mentioned, while at the same time providing each group with appropriate channels of expression on service conditions policy, and appropriate machinery for participation in service conditions work and for giving guidance to the respective staff sides of the Whitley councils.

The solution offered, as detailed in the Scheme, is one in which appropriate service conditions machinery is established for each group at both the regional and the national levels, with a representative personnel drawn from the membership in each group. In each group the machinery at the national level will be built up by the representation of groups at the regional level below.

At national level, the machinery is conceived of as machinery of the National Executive Council, and the Scheme provides in each case for a fractional representation of the National Executive

Council. There will be need at the national level, under the Council, for co-ordination of the service conditions policy which each group agency will be dealing with specifically, in relation to its own service. The service-group machinery at national level is accordingly conceived of as a tier of sub-committees of a general service conditions committee of the National Executive Council. It should be noticed that the general service conditions committee is itself largely built up of representatives of the sub-committees for each group.

At the regional level, the group service conditions machinery is conceived of as a tier of sub-committees of the district committee, but it is provided that the sub-committees shall have a clear channel of expression and reference, right through to their respective national sub-committees.

There is thus a *connected* machinery at both national and regional levels for each group. Urgent matters can be referred to the appropriate higher level without awaiting the process of report through the district committee; while at the same time the district committee can hold a general watching brief, particularly over the activities of the staff sides. These latter, it will be observed, are not only placed in direct relationship and contact with their appropriate service conditions sub-committee, but, in whole or in part, will have an identical personnel.

The Scheme is one which will admit of a suitable delegation of powers by the National Executive Council to its service conditions committee and the several sub-committees; and there is no doubt that at the national level the measure of delegation will be substantial. It has been thought best not to specify the delegations in the Scheme, but to do this in the light of developing experience. The service groups need have no fear that they will not be accorded a substantial measure of power to deal with their own conditions in all specific matters which do not entail broader policy. The very volume and complexity of the Association's service conditions work at the national level will render a substantial measure of delegated power inevitable, and it will be the policy of the Council to confer it.

At the regional level, any delegations of power to the sub-committees will be conferred by the district committees, which can, of course, hand on powers only to the extent which they receive from the National Executive Council. Here again, the Council thinks it unwise to attempt to specify the delegations at present, further than to the extent specified in Sections 6 and 7 of the Scheme. Experience will have to be the guide; but the intention is that each district service conditions sub-committee shall be in a position to guide its appropriate provincial staff side in all matters normally within the scope of provincial Whitley constitutions.

#### Branch layout

It will be noticed that the Scheme con-

templates, as a general policy to be progressively applied, the establishment of separate branches in and for each service group. This policy is founded upon broader considerations than those of appropriate service conditions machinery and recognises the special affinity which exists at the local level among staffs in the same service-group, but it is to be noted that it does represent, in this further connection, a recognition of the new groupings and of their special interests.

#### Generally

In considering the way in which the Scheme illustrates the application of various principles, it is well to bear in mind that argument based on what has been done at the one level, as against what has been done at the other, can be extremely misleading. The emphasis and weight to be given to the considerations which arise must be different at different levels. Even where the factors which enter into judgment are the same, the evaluation of each factor is bound to be different. No necessary inconsistency is revealed, for example, by comparing the principle on which the Scheme bases the composition of Conference and the National Executive Council with the principle to which weight is given in providing service conditions machinery for each of the groups, or in basing future branch layout on common employment. One principle may secure cohesion at the upper levels, and another one at the branch level.

After this general exposition of the main principles underlying the Scheme, it is proposed to conclude this report by a commentary in the next section on some of its main provisions. Considerations of length preclude this from being in any respect a detailed commentary, but it is felt that some points may need a general explanation.

### V. COMMENTARY ON MAIN FEATURES OF THE SCHEME

#### Conference (Section 1)

There are, broadly speaking, two considerations which impose a limitation on the size of Conference. The first is the capacity of towns which come within the range of suitability as Conference towns to accommodate the representatives, both as regards a meeting place and hotel accommodation, and to extend official recognition, along with hospitality on the customary lines. In the Council's view it is desirable that Conference should continue to move round from place to place, not merely for the convenience or the recreation of the representatives, but for the sake of the public and official contacts so afforded. In short, there is a public relations value in a succession of venues in various parts of the country, as well as a stimulus to NALGO's own membership in the parts visited.

If all this be granted, then it carries the consequence that the size of Conference should be pitched at a figure which brings all suitable centres into a practical range of choice. Apart from London, which is not really suited to a Conference such as ours, it is only one or two places such as Blackpool or Brighton which can handle numbers much in excess of that which results from the present modified scale of representation.

The other consideration is the paramount need to keep Conference at a size which preserves its character as an effective deliberative assembly. Conference is not a mass meeting designed primarily for propaganda or exhortation. It is a body charged with the review of a vast volume of business carried out by the Association's agencies, and with the formulation of policy on issues both difficult and complex. Experience in a variety of fields furnishes ample evidence that considerations such as these set broad limitations upon the size of any assembly of such a character. After close assessment of every factor, your Council considers that the figure cannot exceed 1,250, plus the Council and the representatives of the district committees and sectional and professional societies, yielding a total of about 1,400. Even at this figure, Conference will be one of the largest in the country.

Your Council is also emphatically of the opinion that this size requires to be made static by rule. Such a course has the strongest justification in the argument for preserving its character as a deliberative assembly. But in any event, unless scales of representation of the kind contained in the present rules are to be re-adjusted almost as soon as they are adjusted, the size of Conference cannot be left to expand automatically with each accretion of new membership, without the risk, at some juncture, of most uncomfortable and unsatisfactory Conference arrangements. It should be appreciated that the Conference venue has to be chosen at least two years in advance, and that the actual cycle of preparation takes a year. The branch in the Conference town, on which a very great deal of the burden of organisation and arrangement falls, is entitled to know well in advance where it stands.

Accordingly, the Scheme which the Council puts forward is one based on a static figure of 1,250, with the additions mentioned; the static size being achieved by the application of a quota, or "base-figure," i.e. the year's membership divided by the figure of 1,250.

Since the number of branches to-day is about 1,200, it is clear that the policy of giving every branch, however small, the right of representation must be abandoned. It would still have to be abandoned if the size recommended were only moderately increased.

An analysis of branch size has been made and the figures for last year (1949)

in the lower ranges up to 75 were as follows:

No. of members	No. of branches
1—10	12
11—20	89
21—30	123
31—40	123
41—50	96
51—60	86
61—70	53
71—75	29

There can be no hope of giving equitable representation to the medium sized branches, not to speak of the larger ones, if all those in the categories up to 40 or so are to be allowed a representative.

Nevertheless, your Council is anxious to preserve the character of Conference, as representative of branches, and it has therefore introduced into the Scheme a device by which, under the auspices of the district committee, and with a measure of elasticity as to the means chosen, the smallest branches in each district area can be given a joint representation through a guaranteed quota of representatives selected by the district committee.

#### National Executive Council (Section 2)

The Council takes the view that its own size should also be limited to a static figure. This view is grounded on the same considerations, in essence, as inform the proposals in regard to Conference.

Practical difficulties in accommodation at Headquarters will arise if the Council becomes larger. But, once again, the paramount consideration is the Council's efficiency. In this respect a balance has to be struck between a size suitable for effective procedure and concentration on vital elements of business, a size which can be reasonably judged to reflect adequately a national point of view, and a size which allows of an equitable and effective sharing of the vast burden of committee work. Your council considers that the present size is the upper limit, and that a slight reduction is desirable. Accordingly, a static number of about 60 directly elected members is proposed, arrived at through the application of a quota principle similar in kind to that proposed for Conference. Even so, your Council has reason to believe that its size will be substantially larger than the average of similar, and even larger, organisations.

It may be added here that the Council has considered suggestions for a bi-ennial cycle, instead of the present annual one, for Conference sessions and National Executive Council elections. A bi-ennial cycle is not uncommon amongst similar organisations. An annual cycle entails a vast burden of administrative and organising work, and there might be many advantages in expending less time and trouble on the machinery for the Association's work, so as to allow of added

concentration on the work itself. Your Council realises that there would be much sentiment against a change of this kind, and is inclined, itself, to the view that it is best to keep to an annual cycle in present national conditions of change, development, and perhaps uncertainty, in the sphere of public administration. Nevertheless, it feels that the question is well worthy of review when more settled conditions ensue, when it should be comparatively easy to make the necessary changes in the rules.

#### Branches (Section 3)

The problems or questions which arise under this heading have already been incidentally referred to.

*Size of branches:* In regard to size, your Council takes the view that, while the process may have to be gradual, and no rigid rules should be applied at present, branches should in future conform to some criterion of minimum size. Not only does the very small branch complicate questions of representation at several levels above. Economical and effective working is also involved. A large number of very small branches can entail an undue financial burden on the Association at large. Nor, in the last analysis, and from every relevant point of view, can the branch of diminutive size be completely effective in present conditions. In saying this, the Council fully realises that even very small branches are conspicuous by their loyalty to the Association and have been effective in past conditions. The matter must now, however, be looked at from a wider angle in their own interests. After carefully reviewing all the factors, your Council feels that a criterion of 75, as a minimum, should be aimed at.

In general, the branches formed in the new nationalised fields are tending to be of substantial size, owing to the administrative layout of the services. It is the local government service in which the problem of the small branch will persist. It may be cured by some major reform of local government structure. Otherwise, the development of the policy aimed at may mean a discontinuation of the latitude given to composite branches in the local authority sphere to break up into separate branch units. It may mean, for a time, more positive emphasis in fostering the establishment of composite branches with a suitable sub-branch structure. It is by a movement in this direction that the existing small branches may hope to regain individual representation at Conference.

*Composition of branches:* With regard to the composition of branches, and the situation described earlier on in this report, your Council feels that it is too early yet to attempt a complete tidying-up. Nevertheless, it feels that the most satisfactory principle of branch organisation in the long run is that of common employment, that is to say that members of a branch should belong to the one service.

It is the direct common interest which is the most reliable basis for cohesion at local level; and the establishment of a branch on this basis gives a clear and direct channel for the expression of service conditions aspirations and renders much more easy the building up of the Association's representative machinery for service conditions work. The Council also believes that before long difficulties will arise in the administration of the "mixed" branch. Except in very large places which can employ paid staff, the task of keeping various sections of membership in a "mixed" branch adequately informed of Association activity and policy, of dealing with the service conditions problems of five different groups, and negotiating with five sets of employers or managements, will prove a very onerous burden for branch honorary officers. It would be ideal, of course, if, even at branch level, there could be an intermingling of the membership in the several groups. Socially, there is no reason why there should not be. But the factors to which attention is drawn will, the Council is convinced, outweigh all other considerations.

As Paragraph (c) in Section 3 of the Scheme indicates, the National Executive Council believes that district committees may make an invaluable contribution to the efficiency of the Association's organisation, particularly in the next few years, by fostering and guiding branch layout and organisation, both generally, and along the lines of policy mentioned above.

#### Districts (Section 4)

Experience has shown during the transitional period that the "district committee areas" can be preserved in manifold form, that is to say, that the district of the future, instead of having one common boundary for all service groups, will have a manifold content of overlapping areas, each appropriate to the administrative layout, and the Whitley areas, of the particular service. The manifold areas, will be centred upon the district offices of the Association. This broad plan makes possible the retention of a common electoral area, thus in turn making possible the retention of the National Executive Council in its present form, and the preservation of a district committee representative of branches from each service group comprised in the manifold area. Owing to the varying configuration of the administrative areas in the separate services there must be power under the constitution for branches, or groups of branches, to be assigned to, or divided between, adjoining districts, and the Council suggests that it is the appropriate body to discharge this function.

The present fixed district boundary will thus disappear—or, rather, it will become one element in the manifold area, namely, the regional area for the local government service. The areas in which the Association's district field staff operate will

likewise take a new manifold form. It is desirable, even if not essential, that the areas of operations for the Association's field staff should correspond with the district committee area in such new form; and this is the Council's intention. With regard to the actual areas for each group, there should be no need for drastic changes. However, as the boundaries of the old local government districts were settled many years ago, it may be well worth while to review these areas later on, particularly if a measure of local government structural reform is introduced. No immediate changes are proposed in any of the service-group areas as they now exist. Your Council feels that the position generally can well be reviewed in two or three years' time.

#### District committees (Sections 5 and 6)

On the new basis of manifold areas, the district committees will continue to function, and the Scheme lays stress on the importance of their rôle and on the necessity for revitalising them where there has been any falling-off in their vitality, influence, or activities. They will continue to be comprised of direct representatives from every branch in the new manifold area. They are given new responsibility for the creation of the district service conditions sub-committees for the several service-groups; with a general watch over their activities, and the activities of the respective staff sides. (See also Sections 7 and 10 of the Scheme.)

#### Service conditions machinery (Sections 7 and 8)

The general principles on which this machinery is proposed to be established, and its leading features, have already been indicated in the preceding section of this report, and as the proposals are set out in considerable detail in the Scheme, no extensive commentary is required here. One rather obvious question which may be raised in regard to this part of the Scheme should, however, be dealt with. It may have been a feasible alternative to the method of creating such service conditions machinery as is exemplified in the Scheme, to retain the existing consultative committees, and fit them, with some modifications, into the same place, since they have roughly the same functions, as the service conditions sub-committees.

There is not a great deal of difference *structurally* between the two courses. Both have the same objective in mind, namely, the creation of appropriate service conditions machinery in and for each group. At the regional level, the preference of the National Executive Council for the arrangements set out in the Scheme arises out of the desire to have at this level a comprehensive organ which can bring representatives of all types of branch together, and at the same time exercise a general responsibility in the application of service conditions policy as nationally settled, in watching over the

working of the Whitley machinery, and in guiding the various staff sides in relation to *general* as distinct from *specific* questions of service conditions policy. It is not the intention that the new service conditions sub-committees should have any less responsibility, in scope or in degree, than is in fact being developed by the existing consultative committees. If the Scheme is approved, the new sub-committees cannot come into operation for two years or so; and the consultative committees will continue in the meantime, and be marking out in advance the broad tracks of effort and responsibility for the sub-committees in the specific aspects of service conditions policy with which they, the consultative committees, are dealing for each group.

At the national level, the character, status and position of the new bodies are in essence no different from those of the national consultative committees; but it is, of course, necessary to fit the new bodies into the service conditions machinery as a whole, in providing them with a recognised place in the constitution.

In district areas where there is more than one regional area of a nationalised service, it is intended that one service conditions sub-committee only should function for the group concerned; but the district committee will need to ensure that its composition reflects the membership in the separate administrative areas of the service concerned. Without some suitable safeguards, the representation on the sub-committee might be drawn disproportionately from the one area, and difficulties ensue in liaison with the Whitley staff side operating in the other.

#### Appointment of staff sides of Whitley bodies and the relationship of staff sides to the Association's service conditions machinery (Sections 9 and 10)

In the rapid development of Whitleyism in all of the service groups during the last few years, the rules have lacked any provisions on these subjects. The Scheme puts forward broad principles, based upon the practice which has, in fact, developed, but incorporating certain safeguards from the constitutional standpoint. The Scheme sets out the proposed arrangements in considerable detail, and, important as the matter is, any further comment here seems unnecessary.

#### Application to Scotland (Section 11)

This paragraph applies to Scotland the principles embodied in Section 9 in relation to the appointment of staff sides, with the necessary changes to meet conditions in Scotland, which are in several respects different from those in England. The paragraph leaves the NALGO members of the staff side of the Scottish N.J.C. to be appointed by the Scottish District Committee as at present, but stipulates for the inclusion of at least one

Scottish member of the National Executive Council and the Scottish District Officer. As these have in practice been included, the paragraph makes no outstanding change, and meets with the approval of Scottish representatives on the National Executive Council.

#### Finance (Section 12)

*Present situation and general observations:* The Council has given close consideration to the present and prospective financial position of the Association, having regard to the level of subscription income and the anticipated commitments. The last increase in the scale of subscriptions, coupled with the effect of the increases in remuneration accruing under the Charter, has enabled current commitments to be met with a small surplus during the last year or two. It is plain, however, that the surpluses have accrued through a substantial influx of new members each year. This cannot safely be counted upon indefinitely. Moreover, whereas the benefit of the influx is felt fairly quickly, the cost of the work and machinery necessary to deal with it has a later impact. The situation, therefore, is not really as good as it looks. In any event, the surpluses have been relatively small, and are not a very safe margin, even in relation to revenue commitments, if the more elaborate service conditions machinery now in existence and proposed under the Scheme, is borne in mind, as well as the completion of the Whitley machinery now in sight for each service group.

The most important element in the situation, however, is the inadequacy of the Association's present reserves, and particularly its liquid reserves. In the Council's view, these stand at levels entirely incommensurate with the Association's size, responsibilities, and the expectation which its membership has of its power to withstand any crisis. Such a view is confirmed by comparisons made with the reserves of other organisations. The level of NALGO's subscriptions is lower than that of most of them. Lower, too, and very considerably and disturbingly so, as an examination of the Registrar of Friendly Societies' returns has shown, are NALGO's reserves.

The Association must be placed in a position to deal with any major crisis and, if necessary, to give assistance to any individual members who may have to bear the brunt of action taken in the interests of all.

It should also be borne in mind that the Association is without central freehold premises, the present Headquarters premises being held only on a ten years' lease which has now only eight years to run, and which, in view of the recommendation of a Royal Commission on the Regent's Park "Nash" terraces of which they are part, may not be renewed for any appreciable period. As the search for new London premises showed, after the Association had to relinquish the Abingdon

Street site for Parliamentary purposes, new premises in London are likely to be costly.

**Future subscription level:** The level must be such as will allow of the building up over a reasonable period of an adequate reserve, as well as covering ordinary revenue commitments at a somewhat higher level than has hitherto ruled. Revenue commitments should include such expenses as are involved in the continuance of the supply of the journal gratis to all members; but the holiday centres, hotel, correspondence institute, and similar "economic" activities of a "trading" nature, should be self-supporting and entail no charge on subscription revenue.

**Level and accumulation of Reserve Fund:** The aim should be to accumulate a reserve fund of £500,000 in ten years' time by annual contributions from subscription revenue of £50,000, commencing with the financial year 1951/1952. The Council has considered but rejected the alternative of raising the Reserve Fund by a special levy, feeling that revenue allocations to maintain reserves adequate to the Association's position at any time should be regarded as a normal revenue charge, and that the onus ought to be spread and not fall entirely upon the members in a particular year. The investment earnings of the fund should be allowed to accumulate in it and not be used for the Association's working expenses.

**Financing of branches and district committees:** With regard to the apportionment of subscription revenue among the three levels of organisation, your Council has considered a variety of alternative methods and considered all of these in relation to the kind of constitutional machinery put forward in the Scheme. In the result, it considers that the present *methods* of apportionment are satisfactory and equitable and should be retained. They are based upon the recognition that both branches and district committees have well-marked responsibilities and functions in NALGO's constitution, and upon the principle that, in consequence, their incomes should be guaranteed, known, and at a level sufficient to meet their essential requirements.

For branches, then, the Council recommends the continuation of a percentage rebate of subscription revenue, with provisions similar to that in rule 10 (3) for special assistance, on consideration of individual applications by the Council. For district committees, it recommends the continuation of a percentage allocation from subscription revenue, without variation for certain districts as at present, but with a provision for special grants on consideration of any special needs owing to exceptional conditions.

With regard to branches, information recently collected on a questionnaire reveals that, with few exceptions, the present income of the branches, under the existing scales of subscription and levels of rebate, has been sufficient to cover all

essential trade union purposes. This is so even in relation to branches which, owing to their large size, have had to appoint whole-time clerical assistance for their honorary officers. But the Council must allow for any increased commitments at branch and district level as well as nationally. Moreover, it has no desire to confine the branches and districts to a bare minimum, though it has to be borne in mind that, in the new situation, the incidence of increased expenditure is falling more heavily on Headquarters' account for the Association at large. Your Council estimates that the Association's general account will call, very broadly speaking, for some two-thirds of the subscription income. It feels, however, that the exact percentages of rebate and allocation to be earmarked for branches and districts respectively require closer examination, after a little more experience of the new conditions.

**Recommendations later as to scale of subscriptions and rebates, etc.:** The Council feels, therefore, that it should recommend the exact percentages, along with the new scale of subscriptions, at a later stage following upon the passage of the Scheme. It gives, however, an assurance to the branches and district committees that in no circumstances will such new proposals as the Council formulates result in their revenue being less than at present, and that the aim will be to provide something additional for them, even though it may have to be a little less, in ratio, than that required by the Association as a whole.

### Implementation of the Scheme and new rules (Section 13)

The only practicable and effective way of putting forward proposals on a subject of the kind dealt with in this report and of obtaining Conference authority on clear-cut lines is by a Scheme which is descriptive of main structure and essential features. The Scheme which follows has been drawn accordingly. Formal new rules will have to follow at a later stage, and after many points of detail have been worked out. This process the Council will take in hand after the forthcoming Conference with a view to the submission and approval of a new set of rules at the Conference of 1951.

## VI. MATTERS CONSIDERED BUT NOT INCLUDED IN THE SCHEME

### Title of the Association

The Council has again considered this subject and examined the many suggestions made for such a change in title as will indicate the wider field in which the Association now recruits. The Council has not found any one of these to be entirely suitable and is not satisfied that one could be found at present which would be accurately descriptive of the field of recruitment and at the same time allow of the retention of the short title "NALGO."

It is imperative, in the Council's view that this short title should be retained, particularly in present conditions. The Council recommended to last year's Conference that no change should be made at present and Conference approved the recommendation. The Council reaffirms this recommendation.

### Relations with sectional and professional organisations

These organisations can become associated with NALGO through membership of the Joint Consultative Committee mentioned in Rule 5. The conditions for such membership are prescribed by the Council and the Council has made a requirement that at least 60 per cent. of members of the sectional organisations shall also be members of NALGO. As mentioned in the first section of this report, sectional organisations in membership of the Joint Consultative Committee are entitled to send representatives to Conference.

The Council is not satisfied that the Joint Consultative Committee is the best medium in the new conditions for providing a link with sectional and professional organisations and affording such consultation to them as is practicable and desirable in regard to service conditions. Already, indeed, in matters of service conditions, and in Whitley work affecting the sectional organisations, practice has moved in the direction of contact with the particular sectional organisation concerned as questions arise.

The Council is anxious to improve the arrangements which govern its relationship with the sectional organisations. It is manifestly impossible to provide a place for all these bodies in the Association's own representative machinery and such a course would, in any event, be inconsistent with the principles referred to in this report as those on which the Scheme now put forward is founded. The Council

### This Local Government



"The Town Clerk advised the Council not to embark on the project."

sent by R. H. SHARPE, Faversham.

proposes, however, to consider in what ways the contacts which have already developed can be expanded and put on to a more organised basis; and will be considering this subject in the immediate future. In the meantime, it is proposed to retain the Consultative Committee as the medium of formal association of the sectional organisations with NALGO, and to continue the present provisions for representation at Conference.

## The scheme

### SECTION 1. CONFERENCE

#### (a) Composition

The composition of Conference to rest on the "territorial" and not the "service group" principle.

#### (b) Meetings of groups

The meetings of delegates from the several service groups, introduced in 1947, to continue, on present lines, until the proposed new constitution and rules come into operation; the question of their continuance thereafter to be determined by Conference; the opinion of the Council being that the ordinary constitutional machinery of Conference will, with a proper arrangement of the agenda, provide all necessary machinery for debate and determination of Association policy.

#### (c) Submission of motions

Branch motions for Conference shall be submitted in the first instance for consideration by the appropriate district committee. If approved, the same shall appear on the Conference agenda in the joint names of the branch and the district committee. If not approved, the motion shall be included or retained in the agenda, or withdrawn by the branch, at its option.

#### (d) Annual meetings

Conference shall continue to meet annually.

#### (e) Static size

Conference to be composed of a static number of 1,250 delegates representative of branches, plus members of the National Executive Council, district committees and representatives of sectional and professional societies, etc., as at present. This object to be achieved by a scale of representation based on a "quota" or "base figure" of the year's membership divided by the static figure of 1,250.

#### (f) Seats for larger branches

Seats to be allocated to the larger branches, i.e. those with a membership ranging in multiples of the base figure, on the following scale:

Number of members	Representatives
Between 2 and 4 times base figure	2
Between 4 and 8 times base figure	3
Between 8 and 16 times base figure	4
Between 16 and 32 times base figure	5
Over 32 times base figure	6

#### (g) Representation of branches below quota

A fixed percentage, i.e. 10 per cent, of the total number of seats to be set aside for representation of branches not directly represented under (f) or (h), such seats to be apportioned, for this purpose, among the several districts in proportion to the number of such branches in their respective areas. The manner in which seats are to be allotted or delegates chosen for the representation of such branches to be determined by each district committee in respect of its area; district committees being recommended to have regard to the desirability of making their allotment on the basis of a rota affording periodic representation to individual branches who desire to send a delegate.

#### (h) Allocation of residual seats

As to the residue of seats, branches to be ranged in order of size and those not entitled to representation direct under (f) to be allocated one seat each until the residual figure is absorbed.

#### ILLUSTRATION

The effect of the foregoing provisions applied to the membership at October 31st, 1949, is as follows:

##### (i) Branches entitled according to scale:

No. of Representatives	Size of Branch	No. of Branches	Total of Seats
6	Over 4831	1	6
5	2416-4831	1	5
4	1208-2415	12	48
3	604-1207	33	99
2	302-603	112	224
		159	382

##### (ii) Percentage for small branches:

125 seats available for 290 branches whose membership is below 36.

##### (iii) Residue of 748:

All branches down to a membership of 36 would be entitled to send a representative.

#### (i) Card votes for small branches

Votes for casting in a card vote at Conference, on behalf of branches not directly represented, to be in the hands of the delegates chosen by the district committee to represent such branches; the district committee, through its secretary, being charged with any necessary administrative steps for ascertaining the desires of the branches concerned in regard to the casting and division, etc., of the votes.

### SECTION 2. NATIONAL EXECUTIVE COUNCIL

#### (a) Composition

The composition of the Council to rest on the "territorial" and not the "service group" principle; with no co-option of service-group representatives.

#### (b) Static size

The Council to comprise a static number of elected members (plus honorary officers, etc., as at present). This object to be secured by the adoption of the same principle as for Conference, i.e. representation according to a "base figure" subject to a "flat rate" allocation of two elected members per district.

#### (c) Representation

The base figure taken shall be 60, this

being the figure considered as the size desirable for the Council. The scale for the allocation of additional seats (which yields in fact the figure of 62, some minor fluctuation from the standard being unavoidable) to be as follows:

Over 2½ × base to 3½ × base	— 1 seat
3½ × base to 4½ × base	— 2 seats
4½ × base to 5½ × base	— 3 "
5½ × base to 6½ × base	— 4 "
6½ × base to 7½ × base	— 5 "
7½ × base to 8½ × base	— 6 "
8½ × base to 9½ × base	— 7 "
9½ × base to 10½ × base	— 8 "

#### ILLUSTRATIONS

In figures, on 1949 membership, the effect would be:

From 7,885 to 11,038	— 1 seat
11,039 to 14,192	— 2 seats
14,193 to 17,346	— 3 "
17,347 to 20,500	— 4 "
20,501 to 23,654	— 5 "
23,655 to 26,808	— 6 "
26,809 to 29,962	— 7 "
29,963 to 33,117	— 8 "

The number of seats for each district on the scale given would be as follows:

District	Membership	Seats
Eastern	11,351	4
East Midlands	12,959	4
Metropolitan	30,705	10
North Eastern	9,615	3
North-Western	30,225	10
Scotland	14,980	5
South Eastern	12,624	4
Southern	10,602	3
South Wales	8,538	3
South Western	11,194	4
West Midlands	18,130	6
Yorkshire	18,338	6
		62

#### (d) Annual elections

The Council to be elected annually as at present and casual vacancies filled as under present rules.

### SECTION 3. BRANCHES

#### (a) Size

(i) The large number of very small branches which is a feature of the Association's structure at present is responsible for problems of a most intractable character when the requirements of both effective organisation and equitable representation are considered. In certain of the service groups, the building up of branches of more suitable size may have to wait upon changes in the administrative structure of the services themselves. This is notably the case in local government. Nevertheless, the policy of the Association must be the progressive achievement of a branch layout based on satisfactory standards of size.

(ii) A membership of 75 represents a minimum level at which a branch can function economically and effectively and with due regard to equitable ratios in scales of representation throughout the Association's structure above branch level. This standard to be adopted, not as a rigid rule, but as a criterion.

#### (b) Composition

"Mixed" branches, i.e. those comprising members in all or several of the service groups of which the Association is now comprised, may have to continue for a time on grounds of expediency. Never-

theless, it has become manifest that the most satisfactory principle of branch organisation which can operate in future is that of common employment, that is to say, the members of the branch belong to the one service. Such a view is dictated by (1) the direct common interest which is ultimately the only reliable basis for cohesion at local level (2) the need for a clear and direct channel for the expression of service conditions aspirations (3) the exigencies of Whitley structure and (4) the inescapable impact which the administrative structure of each service will have upon the relationships and corporate identity of each local service group of members. The policy of the Association as to branch organisation shall accordingly be based on the principle of common employment.

#### (c) Oversight of branch layout by district committees

It is one of the most important functions of district committees to secure a satisfactory layout of branches in their areas in accordance with approved principles and they shall observe the criterion of size put forward in (a) and the principle of organisation put forward in (b).

### SECTION 4. MANIFOLD DISTRICTS

(a) The scheme is based on the adoption of a "district committee area" in new "manifold" form.

(b) The Council shall have power to assign branches to one district or another with all the consequences that follow as to areas of voting, etc.

### SECTION 5. DISTRICT COMMITTEES—GENERALLY

(a) It is imperative to retain bodies of similar composition and function as the present district committees.

(b) Indeed, the new conditions demand that their importance should be underlined, and that they should be revitalised wherever they have fallen off in influence or activity.

(c) In consequence, if agencies for service conditions be provided for the several groups of membership at district level, these should constitutionally be an emanation of the district committee, i.e. they should be appointed or elected by the district committees and responsible to them.

(d) Accordingly, the new approach made in the following paragraphs in relation to such agencies for service conditions at district level is to be preferred to the idea of taking the existing consultative committees and placing them in relationship to the district committees and the Council.

### SECTION 6. DISTRICT COMMITTEES—COMPOSITION AND FUNCTIONS, ETC.

(a) District committees to be comprised of representatives of all branches.

(b) The functions of district committees

shall be substantially as stated in the "Objects" set out in the existing Model Rules which shall, however, be revised as to their wording and application in present conditions, and in view of the functions specifically contemplated for the district committees in the Scheme.

(c) The Council shall confer such powers upon the district committees as will enable them to discharge their own functions under this Scheme and to delegate powers in turn to the district service conditions sub-committees on the lines mentioned in the next section of this Scheme.

(d) District committees shall continue to appoint an honorary secretary, but in future he shall be provided with all necessary secretarial and clerical assistance by the Association's district office.

### SECTION 7. DISTRICT SERVICE CONDITIONS SUB-COMMITTEES

#### (a) Layout

Each district committee shall elect a service conditions sub-committee for each membership group in the district.

#### (b) Election

The members of such sub-committees shall be elected by vote of the members of the district committee belonging to the membership group concerned.

#### (c) Provision for mixed branches

A "mixed" branch, i.e. one comprising members in several service groups, shall have the right to nominate for each service conditions sub-committee in respect of the members in each group which it includes, and if any candidate so nominated is elected he shall automatically become a member of the district committee for the year in which he is elected.

#### (d) Groupings

The groupings for which sub-committees shall be established are (1) local government, (2) electricity, (3) gas, (4) health, (5) transport. Should water supply be established as a separate integrated service apart from local government, a separate sub-committee shall be established for it, but until then separate branches of members employed by water companies and joint boards shall be regarded as covered by the local government group. District committees may provide that, in the composition of the local authority service conditions sub-committee, regard shall be had to a due representation of members employed by the several types of local authority.

#### (e) Status and powers

Each district service conditions sub-committee shall be responsible to the district committee. The district committee may delegate powers to the sub-committees but the scope, functions and powers of the sub-committee cannot go beyond those of the district committee

itself, as these powers and functions are specified in the rules or conferred on the district committee by delegation from the N.E.C.

#### (f) Relations with district committee and national sub-committees

Each district service conditions sub-committee shall report its proceedings (by submission of its minutes and such further reports as the circumstances may require) to both the district committee and the appropriate service conditions sub-committee of the N.E.C.'s service conditions committee. The report to the appropriate service conditions sub-committee need not await prior submission to the district committee. Within the scope of its delegated powers, as later referred to, the appropriate service conditions sub-committee may take any action urgently necessary upon any representations to it contained in the district sub-committee's proceedings and if the subject matter is not within its delegated powers may forthwith refer the same to the N.E.C.'s service conditions committee and at the same time ask for the observations of the district committee.

#### (g) Establishment of other sub-committees by district committees

District committees shall establish other sub-committees either representative of membership in general or of the several membership groups for dealing with matters of common concern within the province of the district committee, as for example education, the benevolent and orphan fund, public relations, general purposes.

#### (h) Schemes to regulate sub-committee machinery

District committees shall formulate schemes for the establishment of service conditions sub-committees on the foregoing lines and for fixing or regulating their size and mode of election, etc., subject to such broad directives as the N.E.C. may give.

### SECTION 8. SERVICE CONDITIONS COMMITTEE OF THE N.E.C. AND SUB-COMMITTEES OF SUCH COMMITTEE

The National Executive Council shall establish a service conditions committee and service conditions sub-committees on the following lines:

#### (a) Service conditions committee

This shall be comprised of the chairman of each of the sub-committees next mentioned in (b) hereof (whether members of the National Executive Council or not) plus a number of members of the National Executive Council appointed by the Council in such manner as will produce a majority of members so appointed and provide a total number on the committee of 15 to 20. It shall act as the N.E.C.'s

co-ordinating committee for service conditions.

**(b) Service conditions sub-committee**

(i) A sub-committee shall be established for each membership group (as specified for the district service conditions sub-committees).

(ii) Each sub-committee shall be comprised of one member (whether or not a member of the N.E.C.) nominated by each district committee who shall if he is able or willing to act be the chairman of the district service conditions sub-committee for the membership group concerned and who shall in any event belong himself to such membership group; plus three members of the N.E.C. appointed by the Council.

**(c) Delegation of powers**

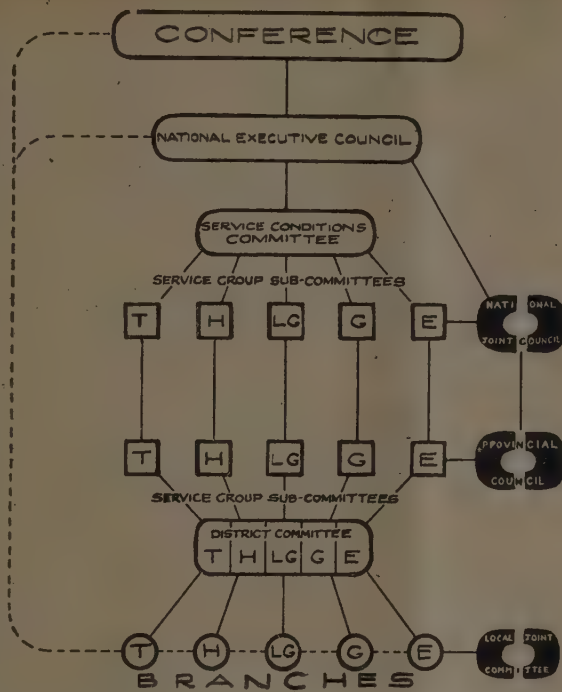
Subject to the formulation of a suitable schedule of powers or approvals reserved to the National Executive Council on questions of policy, organisation, and finance, the service conditions committee and its sub-committees shall be given a wide measure of delegated power within their respective spheres. Accordingly, the National Executive Council shall be empowered to formulate and from time to time revise a scheme and rules to provide for the exercise of powers (within the scope of approved service conditions policy) by the respective sub-committees in the matter of service conditions in and for their respective membership groups, and for the reservation of any questions of policy, organisation, and finance (with stay of action in regard thereto) for consideration by the service conditions committee, and in appropriate cases the National Executive Council.

**SECTION 9. APPOINTMENT OF STAFF SIDES OF WHITLEY BODIES**

**(a) District level**

Each district service conditions sub-

**HOW THE SCHEME WILL WORK**



*Under the scheme, each branch of members in a particular service will send delegates to the district committee. Those delegates will elect a district service conditions sub-committee for the service and the staff side of the provincial or regional council. The chairman of the sub-committee will sit on the service conditions sub-committee for their service established by the N.E.C., to which will be given wide powers, subject to co-ordination of policy by the N.E.C. and its service conditions committee. The sub-committee and the N.E.C. will each appoint members of the staff side of the National Joint Council for the service. Branches will continue to elect members of the N.E.C., and send delegates to conference. For the sake of clarity, the relationship between the NALGO structure and the Whitley machinery is shown only for the electricity service, but it will be the same for all services for which Whitley machinery has been established.*

committee shall constitute the staff side of the provincial or regional joint council in which the Association is participating in the membership group concerned; or where the number of seats to be filled by the Association on a staff side is less in number shall choose the members of the staff side from its own membership; or where the number is greater shall make additional appointments in such manner as the district committee shall approve. The foregoing provisions are to be subject to the inclusion in the staff side of the district organisation officer or one or other of the district staff.

**(b) National level**

(i) Where the constitution of a National Joint Council provides for a proportion of the representatives of the staff sides thereof to be comprised of representatives of the staff sides of the provincial or

regional councils, each such NALGO representative of a provincial staff side shall be appointed from the membership of the district service conditions sub-committee concerned with or subject to that sub-committee's approval.

(ii) As to all other seats, the NALGO members of the staff side of each National Joint Council shall be appointed by the National Executive Council and shall comprise (1) at least one and not more than three members of the National Executive Council appointed to the service conditions sub-committee of the N.E.C. for the membership group concerned, (2) officers of the Association to such number as the N.E.C. may specify, and (3) as to the residue of seats available, other members of the N.E.C.'s service conditions sub-committee for the membership group concerned (i.e. "district" members thereof), whether members of the N.E.C. or not, and provided that no such member be chosen who is already occupying or about to occupy a seat on the National Whitley Council as the representative of the staff side of a provincial council.

**SECTION 10. RELATIONSHIP OF STAFF SIDES TO ASSOCIATION'S SERVICE CONDITIONS MACHINERY**

**(a) District level**

(i) Provincial or regional staff sides shall conform to any directions of the National Executive Council in the application and pursuit of Association policy through Whitley channels, shall not deal with matters outside the functions of the provincial council as laid down in the constitutions of the particular Whitley body, and before initiating any movement in a provincial council for recommendation to the National Joint Council (otherwise than by way of application of National Council decisions) shall report the proposals to the district committee.

(ii) District committees shall be responsible for reviewing the proceedings of provincial Whitley councils and staff sides and drawing the attention of the National Executive Council to any important issues, questions, or difficulties which have arisen or proposals made in Whitley channels which are of major impact upon the Association's interests.

**(b) National level**

(i) National staff sides shall conform to any directions of the National Executive Council in the pursuit or application of the Association's policy through Whitley channels.

(ii) National staff sides shall have due regard to views or suggestions put forward by the appropriate service conditions sub-committee.

(iii) The service conditions committee of the N.E.C. shall review the proceedings of the several national Whitley bodies and staff sides and report as to any issues of major concern which arise.

## SECTION 11. APPLICATION OF PARAGRAPH 9 TO SCOTLAND

### (a) District level

Where a National Joint Council extends to Scotland and England with an area council or area councils for Scotland paragraph 9 (a) shall apply to the appointments at area level in Scotland.

### (b) National level

(i) Where a National Joint Council extends to Scotland and England the provisions of paragraph 9 (b) (i) and 9 (b) (ii) shall be applicable.

(ii) Where a separate National Joint Council is established for Scotland, either now (as for the local government service) or in future, paragraphs 9 (b) (i) and 9 (b) (ii) shall not apply; and the composition and method of appointment of the NALGO membership of the staff side shall be as determined by the Scottish district committee, subject to the inclusion of (1) a Scottish member of the National Executive Council and (2) the Scottish District Organisation Officer or one or other of the district staff, as he may decide with the General Secretary's concurrence.

## SECTION 12. FINANCE

### (a) Reserve Fund

Having regard to the need for establishing a liquid reserve commensurate with the Association's greatly increased size and commitments, also to the provision estimated to be necessary for providing the Association with freehold headquarters, an early start shall be made in building up a substantial reserve fund.

### (b) Method of accumulation

Such a fund shall be accumulated by way of annual contributions from subscription revenue and not by way of special levy.

### (c) Level of subscription revenue

Accordingly, subscriptions shall be revised so as to provide for the accumulation of a reserve fund of £500,000 in ten years' time by annual contributions from subscription revenue of £50,000 commencing with the financial year 1951-52; as well as to cover prospective revenue commitments.

### (d) Earnings of Reserve Fund

The investment earnings of the Reserve Fund shall be accumulated in the Fund and not used to meet the Association's working expenses.

### (e) Conduct of "trading" undertakings

The Association's holiday centres, private hotel, and correspondence institute, and all similar activities of a trading or economic character, shall be conducted on a self-supporting basis without charge on the revenues raised by subscription.

### (f) Subscription basis

Subscriptions shall continue to be raised by a graduated scale based on

salary as at present, but the Council shall recommend a revision of the present graduations.

### (g) Financing of branches

Branches shall continue to be financed by the retention of a percentage rebate of subscriptions collected; with provision for special grants in exceptional circumstances to meet expenditure not common to branches generally under a procedure similar to that provided for in Rule 10 (c).

### (h) Financing of district committees

District committees shall continue to be financed by the allocation of a percentage of the subscription revenue collected in the district area. Such percentage in future shall be uniform for all areas; but there shall be provision for additional grants to meet expenditure of a necessary character not common to districts generally, under a procedure similar to that provided for in Rule 17 (b).

### (i) Proposals to be prepared by Council

The Council shall prepare recommendations for submission to the Conference of 1951 as to an increased subscription revenue, a corresponding revision of the graduated scale of subscriptions, and the percentages, etc., to operate for the rebates to branches and allocations to district committees.

## SECTION 13. IMPLEMENTATION OF SCHEME AND REVISION OF RULES

On approval of this Scheme, the Council shall incorporate it in a revised set of rules for approval by the Conference of 1951.

## The debate

As we reported last month, Conference postponed a decision on the Adaptation Scheme until next year. It did, however, hear general statements from the N.E.C. spokesmen and from delegates, with the twofold object of informing the N.E.C. of the preliminary views of branches, and of giving delegates more information to pass on to members when they are discussing the scheme. We did not report these statements in the Conference journal, since readers would have had difficulty in understanding them in the absence of the text of the Scheme, but now that is available we can publish a summary of the discussion.

It was opened by C. J. NEWMAN, N.E.C., who introduced Section 1 (a) of the Scheme, proposing that Conference should be composed of delegates appointed to represent branches, and not service groups. This, Mr. Newman explained, was based on the principle that NALGO was an all-embracing union, with every member a member of NALGO first, and of a sectional part of it afterwards. Any suggestions that Conference should be

composed of representatives of particular sections would destroy that fundamental conception and lead to the disintegration of the Association.

P. ASHEN, N.E.C., told Conference that a meeting of representatives of nationalised services had accepted this principle, and had decided to withdraw amendments, tabled earlier designed to secure that delegates should represent service groups.

### Group meetings "of great value"

Dealing with section 1 (b), proposing that the meetings of service group delegates now held in association with Conference should cease once the new constitution was in operation, unless Conference decided otherwise, G. R. ASHTON, N.E.C., said that these group meetings had been of great value, while the service groups were encountering "teething troubles." But they did tend to encourage the members in each group to think almost entirely of their particular problems, whereas the N.E.C. wanted them to take an active interest in the affairs of other groups. Therefore, it was suggested that, in two or three years' time, when the "teething troubles" had been overcome, these separate meetings should cease and each group be fully integrated into the Association, with all problems settled by Conference. But the decision would be left to Conference at the time and it would, he thought, agree to the continuance of the meetings if it were convinced that, without them, there was a danger of the interests of a service group being swamped.

Opposing this view, P. W. ENGLISH, Metropolitan district, said that members of the service groups often complained of lack of sympathy with their complaints and conditions of service, and alleged that they did not always get a fair hearing either in the district committee or at Conference. For this reason, the local government officers in his district committee considered that the group meetings should continue, as a practical way of answering that complaint. Moreover, if the service groups were not given this opportunity of ironing out many of their problems, the Conference agenda would be clogged with domestic issues of no general interest.

H. W. WAYMAN, London (Southern) Electricity, speaking as an officer, "nationalised" after 41 years in municipal service, supported Mr. English's point. The "ex-company" people, he said, had a different philosophy towards one another and towards their job from that of local government officers, and had been difficult to recruit into NALGO. His district was recruiting them successfully—but only because it had been able to present NALGO to them, not as a hard-bitten trade union, but as a sound, democratic, fellowship in public service. If Conference abolished the group meetings it would "take the heart out of a very hard campaign."

T. FERNLEY, Manchester Gas, said

that the service groups were unanimous in wanting to retain their separate meetings. There was no danger that they would discourage interest in Conference, since the members of the service groups were as united as their local government colleagues in the prosecution of a common policy on common problems.

This year's gas meeting lasted from 9.30 a.m. to 1.15 p.m., and they could have occupied a full day in discussing their domestic issues. The same applied to the electricity people. The meetings saved the time of Conference and spared local government officers debates on matters with which they were not conversant. "On the major issues," Mr. Fernley declared, "we are behind you. But we ask you to help your colleagues who are in a minority on this issue."

### Conference agenda needs pruning

Next, J. P. PHOENIX, N.E.C., introduced section 1 (c) proposing that branch motions for Conference should be submitted to the district committee. Its sole object, he said, was to prune the Conference agenda, thus allowing more time for discussion, and a higher level of discussion, on motions to which more thought had been given. The paragraph had been described as an attack on the rights of small branches—yet the first branch to oppose it was Birmingham. His own branch, Liverpool, had adopted the plan and, as a result, had often found that others were thinking of putting forward motions similar to its own. By discussion among them, they had been able to produce one motion, instead of half a dozen.

For Birmingham, T. E. SMITH said that its objection was mainly that the procedure would waste the time of the district committee to no good purpose, since a branch whose motion was opposed by the district committee would still be able—as all agreed it should be—to put it on the agenda. Therefore, why not leave district committees free to get on with other business, and let Conference decide each issue brought before it?

R. C. FOYSTER, *Canvey Island*, speaking as representative of a branch of 23 members which supported the proposal, said that a small branch had not the same experience as a big one, and needed a wider opinion than could be expressed inside the branch. It had great faith in the power of the district committee to assist the N.E.C. to arrive at a proper decision.

R. J. HILL, *Hayes and Harlington*, suggested that the N.E.C. should consider making permanent the arrangement introduced this year of extending Conference over four instead of three days. That would give small branches the opportunity to bring forward motions which they considered important.

T. SPENCE, *Scottish district committee*, described the Scottish system of holding a "shadow conference." Four such conferences had been held and the

experiment had been very successful. The main object was to encourage small branches to submit motions and to speak to them. They could consider 12 items of major importance on a Saturday. The value of the N.E.C. proposal was that a small branch, unable to send a representative to Conference, might put its motion to the district committee, and, if it were accepted, have it taken to Conference.

MISS D. HUMPHREYS, *Leeds*, suggested that it should be permissive, not compulsory, for branches to submit their



motions to the district committee. There might not be time to send a motion to a district meeting.

Section 1 (d), proposing that Conference should continue to meet annually evoking no comment, H. W. JOHN, N.E.C., introduced Section 1(e), suggesting that the size of Conference be "frozen" at 1,250 branch delegates. To-day, he said, if every branch sent its full quota of delegates, the number attending would exceed 2,000 members—and every month new branches were formed. Few towns could accommodate even a Conference of the present size, and if it grew any bigger it would have to be confined to Blackpool or Brighton. Moreover, a Conference of 2,000 ceased to be a conference and became a mass meeting. Some had suggested that branches should not be represented at all, all delegates being appointed by district committees, but the special committee which had drawn up the Scheme believed that to abolish branch representation would destroy a good part of what NALGO meant to the average member (*cheers*). The strength of the Association lay in its branches and branch officers.

A. H. AUBERTIN, N.E.C., while agreeing that the size of Conference must be limited, suggested that the special committee had gone too far. A better figure would be 1,400 delegates, plus the N.E.C. and the others. The size of Conference should not be settled by where

it was to be held. There were half-a-dozen seaside resorts which could accommodate a bigger gathering. The life and soul of the Association was the branch officer, and to prevent him coming to Conference would kill it.

E. L. RILEY pointed out that the present Conference consisted of 1,267 delegates, only 17 more than the figure quoted in the scheme, plus the N.E.C.—"70 odd excrescences of which you do not take much notice". (*laughter*). Nearly 200 branches were not represented, and many of those would be represented were the scheme to be adopted. When they worked out the proposal in detail it should be possible to meet all objections.

E. G. EUNTUN, *Eastern district committee*, pointing out that it would be three years before the scheme could take effect, asked the N.E.C. not to fix a definite maximum yet. Eastbourne and other towns, aware of the increasing size of conferences, were planning to build bigger halls. It would be wrong, therefore, for NALGO to sacrifice the small branches to a figure, fixed in 1950, which might be unnecessarily low in 1953.

W. B. SLOPE, *Luton*, urged that they must not sacrifice the democratic right of every member to be represented at Conference by his branch delegate—even if its recognition meant holding Conference always at the same place (*cheers*).

C. R. SANDELL, *Pembroke and district*, told Conference that in his district, two-thirds of the branches with fewer than 36 members had not taken advantage of their right to send a delegate to Conference—and the N.E.C. proposals would allow more than one-third of all such branches to be represented. "If the small branches do not come," he asked, "why fight about saying that they shall not come?" But there was a danger under the scheme that the creation of more branches would increase the representation of big branches and reduce that of small ones, and the N.E.C. should provide against that.

E. R. LUKE, *Denbighshire county*, suggested that, if England could not accommodate a meeting of the size envisaged, Conference should go to Wales (*cheers*). One of the civil service associations held conferences of 4,000 at Prestatyn (*cheers*).

### "Unfair to large branches"

Turning to section 1 (f), prescribing a scale of representation for bigger branches, W. M. SHAW, *North Western and North Wales district*, suggested that the scale, under which 85,000 members in branches with fewer than 302 members would have 873 seats at Conference, whereas 104,000 members in branches with more than 302 members would have only 382 seats, was unfair to the bigger branches.

F. SHEPPARD, *Kingsclere and Whitechurch*, urged Conference and the N.E.C. to do all in their power to prevent a fight between the bigger and smaller branches for increased representation

at each other's expense. The risk would be overcome were the maximum size of Conference to be increased slightly above the figure of 1,250 suggested.

Replying to the debate on this first section of the scheme, E. L. RILEY, chairman of the special committee, said that, in seeking to limit the size of Conference, his committee was not concerned only with the problem of accommodation. A greater difficulty was that of ascertaining the will of Conference without constantly taking card votes. Were every small branch to be represented, a vote by show of hands might not fairly reflect the will of the members. In suggesting that Conference should go to Prestatyn, Mr. Luke had not mentioned that the 4,000 delegates there were housed in a holiday camp. "I do not think we want that," said Mr. Riley. "We put up with many inconveniences in our offices without being in camps at a Conference."

Turning to section 2 (a), proposing that the N.E.C., like Conference, should be elected on the "territorial" and not on the "service group" principle, C. J. NEWMAN, N.E.C., said that the argument for this was the same: the N.E.C. should not consist of a body of delegates representing sectional interests, but should be a body taking an overall interest in all the important affairs of NALGO.

G. B. CREDLAND, introducing himself as one of the eight members of the N.E.C. who had voted against the scheme, said that, although himself in the local government service, he wanted to see proportional representation for members in the nationalised services. Service groups were to have autonomy at branch and district levels, but in the N.E.C. it would be a hit-or-miss whether they got their right representation. The fact that the nationalised services had 16 members on the N.E.C. to-day was largely because some of them were old NALGO members who had gone into the nationalised services. What would happen when those members retired? NALGO was demanding representation on the negotiating bodies for the transport and road haulage services, yet the scheme would deny it on the N.E.C. They must maintain the democratic principle of representation for minorities.

### Co-option the solution

E. L. RILEY suggested that the difficulty might be overcome by co-option. The N.E.C. wanted to see the best people elected. But if it were found that a particular group was not represented on the Council, would Conference favour a limited degree of co-option? His question brought cries of "Yes" and "No," with cries of "Yes" predominating.

On the suggestion of the President that it would be academic at this stage, there was no discussion of the rest of Section 2(b), which proposes a limitation of the size of the N.E.C., Mr. Riley commenting that earlier debates had

suggested that delegates did want the Council to be frozen (laughter).

Mr. Riley went on to invite opinion on Section 3(a) of the scheme, proposing that efforts should be made to reduce the number of small branches. The problem, he explained, was to reach a compromise between the desire for adequate representation through small units and the need for those units to be of an economic size. The scheme did not suggest that any existing branch should disappear; they were concerned only with future policy. But the position to-day, when five or ten people could form themselves into a branch which had to be given all the rights of a branch, was absurd. Many good things had come from small branches in the past, but the problem needed attention if the Association was to be properly administered, and he therefore suggested that each district committee should investigate the position in its own area during the coming year.

### Twelve months' grace

A. H. AUBERTIN, N.E.C., feared that adoption of the suggested figure of 75 members as a minimum would lead to the extinction of many healthy branches, while DR. N. STRANG, *South Shields*, urged that, whatever size Conference might fix next year, it should allow a new branch twelve months in which to try to reach that number. Only if it failed, should it be advised to amalgamate with a neighbouring branch.

E. G. SWAN, *Hertfordshire county*, although a member of a big branch, favoured retaining the small branch. In NALGO, to a greater extent, probably, than in any other body, the work of administration was handled by honorary branch officers, who were having a hard task. Public relations, education, and so on were left to trial, experiment, and the hard work of the honorary officers—and in a mixed branch, the problem of finding them was almost insuperable.

Challenging the view expressed in Section 3(b) that all branches should be based on the principle of common employment, MISS M. W. CURTIN, N.E.C., said that if the proposal went through, those who had had the good sense to stay together in a mixed branch, on the ground that unity meant strength, would sink.

Introducing Section 4, advocating the creation of "manifold districts," E. C. R. CHINN, N.E.C., said that this was made necessary by the variation in the administrative areas of the different services. The special committee considered that the N.E.C. was the proper body to decide to which district a branch should be assigned—but it would be willing to consult districts and branches, except in emergency.

On Section 5, stressing the need to retain and strengthen the district committee, E. L. RILEY said that there must be many who, like himself, had used the district committee as a forum in which to advance proposals which

eventually become national policy. Without good district committees, strengthened and sustained, it would be impossible to recruit leaders for the Association.

### Retain the honorary officer

Section 6, dealing with the composition and functions of district committees, followed consequentially and was self-explanatory, Mr. Riley continued. It had been suggested that paragraph (d), proposing that a district committee should continue to appoint an honorary secretary, but that he should be assisted by the district officer, should be amended to provide that the district organisation officer would be the secretary of the district committee, and he would welcome comments on this proposal. The special committee had adhered to the principles that NALGO should be controlled at all levels by its members, and that it would be wrong to make a salaried officer a servant of a section of the Association and not of the Association as a whole. Were the district officer to be secretary of the district committee, he would not, as a salaried officer, be able to deal with matters of policy. The special committee agreed that the secretary should be relieved of the troublesome side of the work and given adequate paid assistance, but it considered that the office should continue to be an honorary one, responsible to the members (cheers).

S. J. ROWAN, *Durham county*, disagreed, arguing that the proposal that the honorary secretary should be given secretarial and clerical assistance demonstrated the weakness of Mr. Riley's case. The work was too great for an honorary secretary if the district committee was to do a good job.

C. J. NEWMAN, N.E.C., stressed that the Association's crowning glory was the devoted service of thousands of honorary officers, and he hoped that that would long continue (cheers).

Introducing Section 7, proposing the appointment of district service conditions sub-committees, E. C. R. CHINN, N.E.C., said that the scheme envisaged that the district committee should elect a service conditions sub-committee for each membership group. The N.E.C. considered that the members of these sub-committees should be selected by the members of the district committee belonging to the membership group concerned, from nominations by branches of the same group. It would be wrong, the Council suggested, for branches to have the automatic right to appoint members of a district service conditions sub-committee, since the district committee would be unable to control a sub-committee which it did not itself appoint.

P. ASHEN, speaking on behalf of his colleagues in the electricity and health services on the N.E.C., said that this was the one proposal in an otherwise admirable report to which they took exception. In their view, the district service conditions sub-committee for

each of the nationalised services should consist of members appointed by the branches concerned, together with not more than two representatives appointed by the N.E.C. and, if desired by the committee, one member co-opted in an advisory capacity, with the approval of the N.E.C.

The nationalised services, Mr. Ashen declared, agreed with the desire of the N.E.C. to keep NALGO homogeneous. But branches of members in those services must have a say in the appointment of the negotiators who were going to settle their bread-and-butter policy. Equally, the negotiators must be strengthened by the knowledge that the members they represented were behind them.

F. OAKDEN, *Manchester Sub-Area Electricity*, asked the N.E.C. to consider allowing a district committee to have more than one service conditions sub-committee for a particular group. To this Mr. Riley replied that, if Mr. Oakden was thinking of the peculiar position in the North Western district, where there were two electricity boards—a position which also existed in Scotland and the Metropolitan area—that could be provided for in the revised draft.

A. K. HADFIELD, *N.E. Essex Hospital Services*, urged that district committees should be allowed to decide their own way of appointing service conditions sub-committees, in the light of differing local circumstances. This was desirable to enable them to deal adequately with the highly complicated service conditions machinery in the health services. He also suggested that district committees should be allowed to appoint to the sub-committees direct representatives of the district committee, as had been done by the Metropolitan district in the case of the health services consultative committee. Local government members appointed to that committee had been most helpful in educating the newer members in the ways of NALGO.

### Direct election : quick decisions

E. W. G. HETHERINGTON, N.E.C., but speaking as chairman of a district consultative committee, said that the procedure of direct election by branches advocated by Mr. Ashen, and adopted in the election of electricity consultative committees, provided one of the main reasons why it had been possible to get quick decisions in the electricity field. They got the opinions of the branches direct to the consultative committee and from there to the national consultative committee, and they could report back equally quickly, so that members knew exactly what was happening.

On paragraph (d), dealing with the services to be represented by separate sub-committees, and proposing that district committees should be empowered to provide that, in the composition of a

local government sub-committee, regard should be had to a due representation of members employed by the several types of local authority, E. L. DAVIDGE, *Middlesex*, urged that this should be compulsory, not permissive. In explanation, he cited the examples of the Middlesex Whitley Council—which covered 15 boroughs, 11 urban districts, and only one county council—and the Metropolitan district committee, on which small branches had between them 62 representatives, whereas his own branch, with over 2,000 members, had only six. Without the amendment he suggested, a branch with a large number of members might have no representation at all, while in other areas all the rural or urban districts might be unrepresented.

W. MORRIS, *Sheffield*, complained that, although the Report and Scheme gave lip service to the mixed branch, their general effect would be to break up the present mixed branch.

"I told you a year ago," he said, "that our electricity members had broken away and formed a separate branch. I understand that they have sent two delegates to this Conference, but I have not had a word with either of them, and that is a measure of the co-operation which now exists. On the other hand, our health services members form a separate section inside the branch, and I have had the pleasure of sharing a room with their delegate, who has done a great deal to see that the health services members remained in the branch. In view of these proposals, I am afraid that the mixed branch has had it."

To this Mr. Riley said that there were bound to be differences of opinion whether to have a mixed branch or one with a common employer. Members would have a year in which to consider the problem, and there could be no change for some time.

T. E. SMITH, *Birmingham*, suggested that the special committee should get returns from the composite branches to show how many representatives would attend Conference from those branches if they were disintegrated. Birmingham, with a membership of over 5,000, was a composite branch and hoped to remain one. At present they had six Conference delegates, but if they split up they would have between fourteen and seventeen, and if other branches were affected in the same way, it was going to make a big difference to representation at Conference.

Introducing Section 8, dealing with the proposed parallel arrangement of service conditions sub-committees of the N.E.C., J. P. PHOENIX, N.E.C., said it was the logical development of the district organisation at national level. As one result, the size of the main service conditions committee would be reduced—and anyone who had seen its agenda and sat through its deliberations would agree that that was desirable—and would deal only with matters of general interest to the whole Association. He thought great

advantages would accrue from having this co-ordinating committee of well-informed people with their fingers on the pulses of the districts, and the selected agendas would mean quicker action than was possible at present.

The scheme, he went on, was an integral part of the whole policy of welding the Association at every level. Districts would have direct representation on, and quick and easy access to, the service conditions sub-committees. Urgent matters could, therefore, go straight from the district service conditions sub-committee to its national counterpart, while less urgent questions could have the benefit of going to the district committee and through the N.E.C. to the appropriate national sub-committee in the ordinary way.

### "Best men for the job"

On Section 9, dealing with the appointment of staff sides of Whitley bodies, P. ASHEN, N.E.C., pointed out that it might mean that of NALGO's five seats on the National Joint Council for the gas industry, three would be filled by N.E.C. members and two by officers, with not one lay member. While he believed that, in practice, the N.E.C. would appoint the best men for the job—men engaged in the gas industry—members reading the Scheme would see the danger. The remedy was for members in the industry to submit nominations to the N.E.C. as at present, and for the N.E.C. to elect the members to the various staff sides. To this, E. C. R. CHINN replied that the Scheme consisted not of rules but of suggestions, and did not set out the proposals in great detail. Some of the N.J.C.'s had so many sub-committees that it was impossible to man them with voluntary officers only, and it was necessary, therefore, to have some Association officers on the staff side. But the Council would, he promised, consider inserting words which would maintain the right of specialist groups to nominate staff side representatives.

On Section 10, dealing with the relationship of staff sides to the Association's service conditions machinery, G. R. ASHTON emphasised the need for the closest possible co-ordination: therefore any action taken at district level should be reported to the district committee, which was the co-ordinator at that level.

Referring to Section 11, dealing with the application of the Scheme to Scotland, E. L. RILEY, N.E.C., said that the Council was aware of the serious difficulties encountered in operating the Scottish Whitley machinery and would bear those difficulties in mind when applying the Scheme to Scotland.

That completed that part of the debate which was not reported in the Conference number of LOCAL GOVERNMENT SERVICE. The debate on Section 12, which outlines proposals for the Association's future financial structure, was reported on pages 202-4 of that issue.

# Agreement for gas staffs' pay and conditions

Comment by L. A. GARRATT

THE AGREEMENT, which was published in last month's "L.G.S.," is the result of protracted negotiations in the National Joint Council for Gas Staffs, and will apply to all employees covered by the N.J.C.

It is disappointing that it has been necessary to include Provincial A and Provincial B grading at the insistence of the employers, despite the strongest possible pleas by the staff side for one scale for the provinces. The grading of undertakings will be done by the area joint councils, and conditions other than gas make or sales, such as a higher cost of living in a particular district on account of wages and salaries paid in local industries, should be taken into consideration.

The Metropolitan "weighting" is £30 from age 16, and, while inadequate under present conditions, represents an improvement in the lower age limits, compared with the local authority and electricity fields.

## No bar to progress

In the clerical scales, Grade A is a rate-for-age scale, with annual increments from ages 16 to 25, which in Provincial A undertakings are the same as the General Division for local authority staffs. Promotion from Grade A to Grade B is to be subject only to the issue by the management of an efficiency certificate to the effect that the employee has capably fulfilled his or her duty in the past, and appears to be capable of fulfilling the duties related to Grade B. During negotiations, we were assured by the employers that it is not the intention to place a bar upon the progress of an officer at age 25, and, in the ordinary course, efficiency certificates should be granted, allowing progress to the maximum of Grade B, which will give a salary for men of £385 at age 31 in Provincial A undertakings. If a certificate is not granted, there is a right of appeal. This also applies to women officers, with the exception that "where no increase in proficiency and/or experience can be shown or is required by the particular job in question, promotion shall not be automatic." The employers contend that there are some jobs which do not merit a salary greater than that paid at age 25, and as there is a right of appeal where a bar is raised at this age, full advantage should be taken of this right in all reasonable cases.

In the A.P.T. grades, there is a departure from the local authority staffs' Charter in that rate-for-age scales begin at age 16 and progress to age 20. At this

age promotion to a higher grade will be automatic, the extent of which will depend mainly upon the qualifications and ability of the officer concerned. This provision is intended to cater chiefly for the junior technical officer, who normally obtains a qualification at this age, and also to provide grades for certain posts of a technical nature, the duties of which are, in many cases, routine, and performed by employees who may not qualify. Passing an examination is not essential for inclusion in these grades, but experience in engineering, technical, scientific, legal, accounting, or higher clerical and administrative work is a qualification.

At present little can be said of the scales, as in my opinion the implementation is more important than the actual scales. They allow of some elasticity, and the provision for accelerated increments will enable an employee who shows exceptional merit to reach his or her maximum at a lower age, or be transferred to a higher grade before reaching the maximum of the present grade.

The agreement makes no provision for overtime payment, and overtime, deprecated by both sides of the N.J.C., is to be discouraged.

The attitude of the Association's representatives should be made clear. Throughout the negotiations, NALGO pressed that payment for overtime should be related to the hours worked. The employers would not agree to this, and a critical stage was reached, when negotiations almost broke down. At one stage in the meeting of the Joint Council the two sides divided, and in view of the employers' refusal to agree to payment for overtime related to the hours worked, NALGO moved the following resolution in the staff side: "that the salary scales and conditions of service be accepted subject to the employers agreeing to the question of overtime being referred to arbitration; and that, failing agreement on this, the staff side should refer the whole scheme to arbitration."

## Bonus payments: no "ceiling"

All the five representatives of NALGO voted for this resolution, which, nevertheless, was lost by one vote. The majority decided that bonus payments should be accepted, but the scheme is to be reviewed at the end of March, 1951. This decision will be disappointing to many NALGO members, but there is no upper limit for the payment of bonus, which may be of advantage in some instances.

The employers were asked to agree to equal pay, first in all grades, and then, when this was rejected, in the A.P.T. grades only. The strongest possible case, based on the position prior to nationalisation, was strenuously urged but without avail. The employers maintain that this is a matter for a national lead, and should be dealt with by the Government first. The staff side noted the employers' views and reserved the right to re-open the matter at any time.

The normal working week is to be one of 38 hours, except in individual cases where it is a condition of service that longer hours shall normally be worked, which is the same as in the local authority and electricity fields. While there is no mention of Saturday morning leave in the agreement, the employers' proposals contained the words "with provision for Saturday morning leave." The employers agreed that it should be left, according to requirements in a particular area, for Saturday morning leave to be arranged as convenient, on the understanding that the hours actually worked should average 38 per week. Where Saturday morning leave operated prior to the date of the agreement, area boards can continue the concession without insisting on an average of 38 hours in order to qualify for such leave.

## Sick pay scheme retrospective

The sick pay scheme is to operate retrospectively from February 22, 1950, and employees who, at that date, had completed one year's service with a gas board or its predecessors, will be admitted to the scheme. In future an employee may be required to submit to a medical examination before being admitted, but unless he or she is informed, during the first 12 months of service that such an examination is necessary, then the employee will be admitted to the scheme without such requirement.

The allowance, after 12 months' service, of six months at full pay and six months at half pay are, of course, the same as in the scheme for local authority staffs, except that in the latter case this allowance is not reached until after 10 years' service.

While this is generous, it is to be regretted that the employers would not agree to include, as ranking for an allowance, an accident not arising out of and in the course of employment. This, in effect, means that an officer who sustains an accident when travelling to and from his employment is not entitled to a sickness allowance, except that the employing authority has power to extend the provisions to cover such a contingency if it so desires. It has similar powers in cases of illness which occur during the first year of service.

Considerable discussion took place on contact with notifiable diseases. The employers maintained that an employee who is required to be absent because of such contact should count the period against his or her entitlement for that

# Service conditions news

## LOCAL GOVERNMENT

### Amended car allowances will help meet increased costs

by J. C. HAMILTON

DETAILS of the amended scales of user allowances and guaranteed annual minimum payments, which were heralded in the June number of "L.G.S.," have been sent to branch secretaries. Dating from April 1, 1950, the new schedules provide:

#### User allowances

Class of vehicle	1st 3,600 miles p.a.	Rate per mile	Next 3,600 miles p.a.	Excess over 7,200 miles
	d.	d.	d.	d.
Not exceeding 8 h.p. or 1014 c.c.	5½		3½	1½
Exceeding 8 h.p. or 1014 c.c. but not exceeding 10 h.p. or 1214 c.c.	6½		4½	2
Exceeding 10 h.p. or 1214 c.c. but not exceeding 12 h.p. or 1414 c.c.	7½		5	2½
Exceeding 12 h.p. or 1414 c.c.	8½		5½	2½

The cubic capacity factor is to be employed only in the case of a car registered for the first time on or after January 1, 1947.

(continued from previous page)

year under the scheme. The staff representatives considered that such absence from duty should be reckoned as special leave with pay. A compromise was reached so that the provisions of the scheme may apply, which allows the employing authority to disregard absence for this purpose, if it so desires.

A little clarification may be required on the submission of medical certificates. Clause V (a) states that a certificate should be submitted on the first day of illness in order to obviate possible loss of National Insurance benefit. Where it is obvious that the illness will last for some days, there is no reason why this should not be done: in fact, it is in the interest of the officer to do so. During the negotiations, the staff representatives had in mind the type of illness where an odd day or so at home may prevent the development of an illness of long duration, which is to the advantage of the employers as well as the officer. In many such instances it is unnecessary to visit a doctor, as, for example, in the case of a cold, where often a day at home will prevent an attack of influenza. The staff side sought to cover such cases, and it was agreed that, if a medical certificate is not submitted, the officer shall not

#### Guaranteed annual minimum payments

Class of vehicle	Cars up to 7 years old	Cars over 7 but less than 10 years old	Cars 10 years old and over
Not exceeding 8 h.p. or 1014 c.c.	84	91	98
Exceeding 8 h.p. or 1014 c.c. but not exceeding 10 h.p. or 1214 c.c.	96	104	112
Exceeding 10 h.p. or 1214 c.c. but not exceeding 12 h.p. or 1414 c.c.	108	117	126
Exceeding 12 h.p. or 1414 c.c.	120	130	140

For the purpose of this scale, the age of a car shall be reckoned from the date of its original registration, the additional allowances for cars over seven or over 10 years old being payable from the first day of the month following that in which the seventh or tenth anniversary of the original date of registration occurs.

At its meeting on July 12, the National Joint Council considered the calculation of car allowances where the officer concerned joins or leaves the local authority's service after April 1 in any year, and de-

suffer a deduction of insurance benefit on account of the first three days of illness through failure to obtain a certificate. If a certificate is obtained during the first three days, then any insurance benefit received will be deducted from the sick pay allowance. If a certificate is not submitted by the third day the insurance benefit to which the officer would normally be entitled will be deducted from the sickness allowance under the scheme.

While the agreement does not provide all that we would have desired, it represents the nucleus of a "Charter" in an industry where no national agreement for staffs has previously existed. The National Joint Council for Gas Staffs provides the machinery whereby improvements and additions can be made, and members can be assured that their representatives on the staff side, with the advice of the consultative committees, will press for improvements and additions on all appropriate occasions. In the meantime, the employers can do much to foster a happy relationship in the industry, and to retain the inherent loyalty of gas staffs, by a fair and reasonable interpretation and use of the elasticity allowed by the agreement, to prevent possible difficulties at local levels.



cided that the amount payable should bear the same proportion to a full year's allowance as the number of months in the year during which the officer uses his car bears to twelve. The calculation would thus be made on the following proportionate basis:

First 3600	£s. 300 miles	5½d. per mile
Next 3600	300 miles	3½d. per mile
Excess over 7200	600 miles	1½d. per mile

Therefore, where the total service in the financial year is five months:

Up to 1,500 miles would be paid at the highest rate  
The next 1,500 " " " middle rate  
The excess over 3,000 " " " lowest rate

Similarly, the guaranteed annual minimum payment should be divided into 12 monthly payments or, where the authority pays the allowance quarterly, the appropriate calculation should be made on the basis of dividing by four instead of by 12.

Details of this and other decisions made by the N.J.C. at its July meeting have been sent to branches. Here are the remainder in summary form:

#### Grading of special classes

*Mental health workers—supervisors and assistant supervisors employed in local health authority occupation centres for mentally defective children:*

No. of children on register	Supervisors (qualified)	Asst. supervisors (qualified)
Under 25	355 × 15—400 (special scale)	265 × 15—310
25—50	390 × 15—435 (APT I)	265 × 15—310
Over 50	420 × 15—465 (APT II)	265 × 15—310

Operative date, September 1, 1950.

In centres with exceptionally large numbers of children on the register, the grading of the posts is to be left to the discretion of local authorities, on the understanding that such grading may be reviewed should the numbers subsequently fall. Qualified staff are those who have obtained the Diploma of the National Association for Mental Health or other appropriate qualification. Unqualified supervisors and assistant supervisors will receive these scales, less £30.

#### Education welfare officers

It has been decided that an officer need no longer remain on the maximum of Miscellaneous Division, Grade III, for two years before progressing into Miscellaneous Division, Grade IV. Paragraph 1 (a) on page 23 of the Charter will now therefore read:

"The post of education welfare officer carrying out the duties normally associated with the post to be graded in Miscellaneous Division, Grade III (£315 × 15—375) with progression into Miscellaneous Division Grade IV (£360 × 15—420). An officer may be given accelerated increments within the grades on the grounds of special merit or ability."

In consequence, many officers will receive an increment on April 1, 1951, who would otherwise have had to wait until April 1, 1952.

### Promotion from general division

The period during which employing authorities may exercise discretion in the operation of paragraph 28 of the Charter—requiring general division officers to pass the promotion examination or its equivalent before being eligible for promotion—has been extended to June 30, 1951.

### Superintendents and matrons

The former hospital and institution officers' committee is to be replaced by two committees: one for superintendents and matrons of residential accommodation provided under the National Assistance Act, 1948; and the other—a standing joint advisory committee—for the administrative and supervisory staffs, other than nurses and teachers, of children's homes and hostels, remand homes, approved schools, and probation homes and hostels, and other similar homes which may in future come under the jurisdiction of the N.J.C.

### Sickness payments

The following amendments and additions have been made to paragraph 16 of the Charter:

(a) Clause 4 has been amended to read:

"(4) *Contact with Infectious Diseases, etc.—Persons deemed to be incapable of work.*  
An officer who is not incapable of work, but who is deemed to be incapable of work in accordance with the National Insurance Act, shall be entitled to a sickness allowance under the Scheme. A period of absence on this account shall not be reckoned against the officer's entitlement to normal sick leave."

(b) Add:

*Sickness payments to widows and widowed mothers*  
"So far as widows and widowed mothers are concerned, regard should be paid in calculating the amount of the sickness payment, only to such part of the National Insurance benefit received as is in excess of the amount received by the officer from the Ministry of National Insurance in weeks of full normal employment."

(c) Add:

*Sick leave—public holidays*  
"Where an officer is receiving sickness pay, he should continue to receive such pay if a public holiday occurs during sick leave; where, however an officer has exhausted his period of entitlement to sickness pay, no payment should be made in respect of a public holiday occurring during his period of sick leave."

### Grading of posts with emoluments

The N.J.C. re-affirmed its decision, made on November 6, 1946, that the post of an officer with emoluments (other than masters and non-nursing matrons of public assistance institutions and such other hospital and institution officers who may come under the N.J.C.'s jurisdiction) should be graded according to his particular duties and responsibilities, and the value of emoluments deducted from his salary, and repeated its assurance that this is not intended to affect the general principle that emoluments, such as rent-free residence which an officer is required to occupy, should not be treated as pay for income tax purposes.

### "Travelling" officers—overtime

The N.J.C. ruled that a "travelling" or "outside" officer who works overtime at his normal or routine duties away from his administrative centre or home, or at his administrative centre (e.g. preparing reports) shall, if his salary is such that he is entitled to payment for overtime, receive such payment, or, if his salary is not such as to entitle him to overtime payment, receive tea and/or dinner allowance at the full rate under paragraph 9(b) of the Charter.

## ELECTRICITY NOTES

### Salary scales for telephone operators agreed by N.J.C.

by L. G. MOSER

THE National Joint Council, at its July meeting, agreed that tracers, print-room operators, and mains record clerks should be covered by the general clerical scale, and that cartographic and recording draughtsmen, and technical engineering draughtsmen in training (i.e. before they have qualified for grading under the N.J.B. agreement as members of the technical engineering staff) should be covered by the same scale, or, where their duties warrant a higher grading, by the appropriate grade in the N.J.C. agreement.

It has not yet been possible to deal with those storekeepers and timekeepers whose duties are more comprehensive and responsible than those provided for in the N.J.C. agreements, but discussions are progressing, and it is hoped soon to agree a formula which will enable us to deal with scales for those employees who, whilst having the same designation as their manual colleagues, are, in fact, employed mainly on clerical or administrative duties.

### Telephone operators' scales

The staff side also agreed—reluctantly—to the following scales for full-time telephone operators (men and women):

(a) Day employees

Age	Salary £	Annual Increment £
16	108	15
17	123	15
18	138	15
19	153	15
20	168	14
21	182	14
22	196	14
23	210	13
24	223	13
25	236	12
26	248	—
Highest age pay	260	—
	272	—
	284	—
	292	—
	300	—
	308	—

Increments shall date from an employee's birthday. After the age of 26 increments shall not be based on age, but shall normally be granted annually subject to satisfactory and competent service: an Electricity Board may, however, at its discretion, grant accelerated increments.

### Post-entry training

The council stated that, while it is the intention that the scheme of financial assistance for post-entry training, which it approved on July 26, 1949, should be applied, and, in due course, supersede the system of monetary grants suggested in paragraph 29 of the Charter, it does not yet intend to fix an operative date for the new scheme. In the meantime, employing authorities may choose to operate the new scheme, or continue with the payment of monetary grants.



(b) Shift employees (conditioned to a 44-hour week).

The following additions should be made to the scale for operators on day duties:

(a) For shifts in immediate succession, covering a period of 24 hours: including Sundays £36; excluding Sundays £26.

(b) For shifts either in immediate succession or overlapping but covering a portion only of 24 hours: including Sundays £26; excluding Sundays £19.

(c) Supervisors

A supervisor of up to five employees (including the supervisor) shall receive an additional £26 p.a.;

A supervisor of over five employees (including the supervisor) shall receive an additional £39 p.a.

Because of the variety of shift rotas, the Council found it impracticable to provide for every combination, but expressed the opinion that weekend duties should not be unduly heavy, and agreed that shift rotas should be drawn up by the appropriate Staff Committee.

I know that these rates will be a considerable disappointment to some telephone operators, and perhaps particularly to the small but not unimportant number of men operators at large and busy public offices, who feel that they are at a disadvantage compared with their fellow clerks. The staff side felt, however, that as the scale will undoubtedly be advantageous to the bulk of operators, it could not justify further delay in reaching agreement, as it was obvious that, at the moment at any rate, the Boards are not prepared to concede anything more.

Anyone who, by virtue of an existing contract, is enjoying more favourable terms, will, of course, continue to do so, and posts carrying special responsibility or exceptional duties, are to be given special consideration.

### Bonus Schemes

The negotiating committee has spent a considerable amount of time discussing

the various bonus and co-partnership schemes which were in operation before vesting day. The approach of the two sides has as a result been to some extent clarified, but it has been considered advisable to refer further negotiations to the co-ordinating committee between the N.J.C. and N.J.B., since it is felt that administrative, clerical and technical staff who were subject to the same schemes should be treated in a uniform manner.

#### Leave for territorials

Difficulties have arisen in some areas regarding the granting of additional leave for members of territorial forces. The Council has accordingly issued the following definition:

"(a) 'Territorial Forces' shall be taken to mean  
(1) The Territorial Army, University Training Corps, Royal Auxiliary Air Force, Volunteer Reserve, Reserve of Air Force Officers, Royal Observer Corps, and the corresponding women's reserve or auxiliary forces.

(2) Royal Naval Volunteer Reserve.

(b) *Pre-service units*: Leave in accordance with the agreement shall also be given to officers holding the King's Commission and to adult Warrant Officers.

#### Motor car allowances

It is hoped that revised proposals, which take into consideration the additional costs of petrol and insurance, will shortly be discussed through the N.J.B./N.J.C. co-ordinating committee.

#### Superannuation scheme

Those members of existing superannuation schemes who have not yet been able to exercise their option to join the B.E.A. and Area Boards' scheme because

their position has not been clarified, will be pleased to know that the period within which application for voluntary membership in accordance with Rule 7 shall be made "by persons who are subject to a transferred scheme or who are protected persons," has been extended in all cases to December 31, 1950, with consequential extension of periods within which other options must be exercised under the rules of the scheme.

The Association has also taken up with the Committee the position of voluntary members who, according to the rules, may join the new scheme only from the date of application, whilst a compulsory member's application may be back-dated to the date on which he entered the service of the Board. It is hoped that an amendment may soon be made to the rules to enable voluntary members to enjoy the same privilege.

#### Managerial and higher executive grades

It has at last been possible to reach agreement between the Authority and A.M.E.E., E.P.E.A. and NALGO regarding the major points concerning the setting up of negotiating machinery for managerial and higher executive grades. A draft constitution is at present being considered, and it is hoped that the body will be set up during the next month or so. Immediately the position has been fully agreed, full details will be published, and members of NALGO, whatever their salary or position, are advised to await these details rather than act upon any information which may come to them from other sources.

**COL. H. C. SMITH**, the chairman and deputy chairman of the Gas Council. Sir Edgar explained the organisation of the nationalised gas industry, and congratulated all concerned on its smooth running during the first eleven months since vesting day. He referred to the enthusiasm he had met with during visits to different parts of the country, and expressed the hope that the gas industry in future could be carried on without political repercussions.

#### National consultative committee

The National Consultative Committee met on July 20. **MISS I. SEILLER**, Brighton, **A. E. BUTCHER**, *Metrogas* and **G. DIXON**, *Barrow*, who have been co-opted to represent the women, engineering, and sales staff members respectively, attended for the first time. The committee recorded its approval of the attitude taken by the Association's representatives on the N.J.C. for gas staffs with regard to payment for overtime in the negotiations for the salary agreement.

Consideration was given to the proposals for intermediate grades, and the representatives on the Joint Council were advised that they should be accepted.

It was reported that progress was being made in the drafting of the constitution of the National Joint Council for senior officers, and the committee recommended to the National Executive Council that **F. A. BUTT**, *East Midlands*, **H. I. CLAY**, *South Eastern*, and **H. RUSSELL**, *North Western*, together with the chief organisation officer and the national gas officer, should be appointed as the Association's representatives on this Council.

The Committee also recommended the N.E.C. to re-appoint **T. FERNLEY**, *North Western*, to the N.J.C. for gas staffs, consequent upon his retirement as a result of the ballot held at the annual meeting in accordance with the constitution.

#### Pension rights regulations, 1950

The Minister of Fuel and Power has now made regulations relating to the pension rights of certain persons employed by former gas undertakings, who, either before vesting date, or on that date, entered the employment of gas boards or the Gas Council, and, in addition, certain pensioners of gas undertakers are also provided for.

Pension schemes confined to employees of these undertakers are to be continued by the appropriate gas board, or the Gas Council, with modifications permitting an employee to transfer his services to another board without leaving the scheme, or to transfer to a pension scheme established under the Gas (Pension Scheme) Regulations, 1949.

Pension schemes involving local government funds are to be split. The board concerned or the Gas Council are to afford rights for all persons taken over, including

## GAS SERVICE

# Intermediate grades must be given a fair deal

by **L. A. GARRATT**

A FURTHER meeting of the National Joint Standing Committee was held on July 10, and proposals for scales of salary and conditions of service for intermediate grades were agreed, subject to the approval of the Gas Council, the staff side of the N.J.C. for Gas Staffs, and the employees' side of the J.I.C. for the Gas Industry. The N.J.C. staff side approved these proposals on July 21, when it was hoped to issue the agreement on July 31. Unfortunately, the proposals were unacceptable to the Gas Council, and a further meeting of the Joint Standing Committee will attempt to agree proposals acceptable to all parties.

It is most disappointing that there is to be further delay in settling this issue, as these grades include some of the members of the industry who have been long suffering. In some cases, not only are they awaiting a grading scheme and conditions of service, but they have not received any increments for two or three years in anti-

cipation of this agreement. It is to be hoped that the employers will review these cases in the proper light when the scheme is agreed, otherwise I am afraid there will be a most dissatisfied section of employees in the industry.

#### N.J.C. for gas staffs

The annual meeting was held on June 28, when **COL. H. C. SMITH** was re-elected chairman for the ensuing year, **J. E. N. DAVIS**, chief organisation officer, was re-appointed as staff side and joint secretary, and Mr. Davis and myself were re-elected to the salaries and conditions of service committee and the national conciliation panel.

The agreement for salary scales, sick pay and hours of work was approved, and my comments on this agreement appear on page 268.

Prior to the formal business of the meeting, the representatives were addressed by **SIR EDGAR SYLVESTER** and



existing pensioners whose service related to gas, corresponding with those which those persons would have had if the local government enactment had remained applicable.

Other schemes covering 25 or more persons taken over by any one board or by the Gas Council are also to be split, unless they are schemes financed by insurance. Insurance schemes, and schemes where the number taken over involves less than 25 persons, are modified so that members can transfer from one board to another without being compelled to leave

the scheme. In all other cases of persons with pension rights, protection is afforded by the operation of the Gas Act, and no provision is made in the regulations.

The regulations are made effective to cover persons who assumed office before vesting date, from the date of the passing of the Gas Act, 1948, and in other cases from the vesting date.

These regulations should not be confused with the superannuation scheme to be introduced by the Gas Council, but are regulations to protect the pensions of persons with existing rights.

## HEALTH SERVICE

# Notice of new salaries claim sent to all staff sides

by G. W. PHILLIPS

IN ACCORDANCE with the Conference resolution, the staff side secretary of each functional council is being asked to inform the employers that a claim for a general all-round salaries increase will be made at an early convenient date.

### General Council

*Procedure for settling service conditions differences:* The General Council has now agreed the procedure for settling differences relating to conditions of service, including grading, to operate not later than October 1, 1950.

An employee who is aggrieved in any matter affecting his conditions of service (other than dismissal or other disciplinary action) can appeal to the authority by whom he was appointed, and may appear personally before the authority, either alone, or with a representative of his professional organisation or trade union, or with a friend not appearing in a professional capacity. Without prejudice to the right of appeal to the authority, the employee may first bring the matter before any standing or special committee, sub-committee, or joint committee of the authority, appointed to deal with appeals. Where, following such an appeal, an employee remains aggrieved, his professional organisation or trade union (represented on the Whitley Councils for the Health Services (Great Britain) or otherwise a nationally recognised negotiating body) may appeal on his behalf to a regional appeals committee.

The detailed procedure and terms of reference of regional appeals committees are set out in documents G.C. 37 and G.C. 52, which were sent out with G.C. Circular No. 18. Copies have been sent to district organisation officers for distribution to branches having health service members. Any member wishing to make an appeal should communicate with his branch secretary in the first instance.

*Joint consultation in hospitals:* Details of an agreement on the constitution of hospitals staffs' consultative committees

have been circulated in G.C. Circular No. 13, and document G.C. 20, sent out with the circular, sets out the constitution of these committees. The Ministry of Health, in document RHB(50)47 HMC (50)46 B.G.(50)42, and the appendix thereto, has given advice to employing authorities on the procedure to be followed in appointing these committees. The functions of the committees are:

- (a) to promote the closest co-operation and provide a recognized means of consultation between the Management Committee (in Scotland, Board of Management) or Board of Governors, its senior officers and staff;
- (b) to give the staffs a wider interest in and a greater responsibility for the conditions under which their work is performed; to give the maximum assistance in promoting the welfare of the patients and efficient administration in the hospitals controlled by the Committee or Board; to make suggestions for the improvement of the general arrangements for the comfort of the staff, their recreation, entertainment, and dietary;
- (c) to prevent friction and misunderstanding;
- (d) subject to the proviso that no recommendations of the Hospital Staffs' Committee shall conflict with, or over-ride, any decision of the General Council or the appropriate Functional Council, to deal with such matters as (i) the distribution of working hours; (ii) holiday arrangements; (iii) questions of physical welfare—cloakroom arrangements, heating, ventilation, etc.
- (e) To consider any hospital rules affecting staff, apart from any that may be prescribed nationally or regionally.

The constitution provides that staff side membership of the committee shall be restricted to members of nationally recognised negotiating bodies, but application of this rule has been allowed to remain in suspense for two years from January 13, 1950, or for such other period as may be agreed by the General Council. **NALGO branches should make every effort to ensure that the Association is represented on these vitally important committees.**

*Maternity leave (G.C. Circular No. 21):* This sets out the conditions under which maternity leave is allowed to married women regularly employed for less than a full working week.

### Administrative and Clerical Staffs Council

*Pointing system for salaries of senior administrative staffs of hospitals:* Ministry of Health Circular RHB(50)58 HMC(50)

57 B.G.(50)52 was circulated as the Ministry of Health covering document to A.C. Circular No. 12, which set out agreed interpretations of the pointing system originally published in A.C. Circular No. 3 and (for teaching hospitals) in paragraph 4 of A.C. Circular No. 6, and agreed arrangements for the recalculation of points in accordance with these interpretations. Hospital management committees and boards of governors of undergraduate teaching hospitals were advised to recalculate their points in accordance with section (B) of the circular and, as from April 1, 1950, make any adjustments in officers' salaries arising under paragraphs 3, 4 or 5 of section (B). Copies of the circular have been distributed to branches having health service members, and further copies can be obtained from district organisation officers.

Soon after these documents were circulated it became clear that the new pointage system was being applied to existing officers in a manner not anticipated by the staff side, and a special

### Superannuation Regulations 1950

Transferred officers who are given an option in the new regulations to come into the National Health Service Superannuation Regulations are reminded that they must notify their employing authorities in writing before October 1.

meeting of the full Council was immediately called to consider the situation. This meeting was held on July 12, 1950, and the Association published a full report of the proceedings (NHS/NCC/189). In discussions with the management, it became evident that, although the two sides had made an agreement, they had not been *ad idem* as to its intent. The management rejected the staff side's proposal to extend the provisions of paragraph 4 of the circular to cover all cases where the pointage fell into a lower points group, and refused the staff side's request to refer the matter to arbitration. The staff side therefore decided to report a dispute to the Minister of Labour under the Conditions of Employment and National Arbitration Orders. Events since the report of the dispute may lead to a reasonable compromise solution.

### Professional and Technical Staffs "A" Council

The staff side has claimed that the salaries of radiographers determined by the J.N.C. for hospital staffs, should, as an interim measure, be revised to come into line with increases in J.N.C. scales awarded to other categories of staff in the national health service. In making this claim, it has been indicated that the effect on other grades of staff, besides radiographers, covered by the functional council, would have to be considered. The management's reply is awaited.



## Professional and Technical Staffs "B" Council

*Clerks of works and masters of works in Scotland*: The staff side has authorised committee "D" to prepare a scale of salaries for these and similar grades of officers.

*Dispensing assistants*: An agreement,

based on the Industrial Court award, has been reached, covering salaries and service conditions for these officers, and will soon be published.

*Dental Technicians*: It has been agreed to modify certain paragraphs of P.T.B. Circular 2 improving, *inter alia*, the assimilation formula.

## TRANSPORT SERVICE

# Direct bid made for seats on road haulage council

by JOHN LANCASTER

AFTER PROTRACTED discussions with the Transport and General Workers' Union and the Railway Clerks' Association regarding NALGO's representation on the negotiating machinery for road haulage staffs, and meetings under the auspices of the Trades Union Congress, which had ended in deadlock, a meeting was sought with the Road Haulage Executive.

The meeting took place on Wednesday, August 16, 1950, at the Road Haulage Executive's headquarters. The Executive was represented by: Messrs. Harold Clay, a member of the Executive; S. E. Raymond, chief staff and welfare officer; G. W. Quick Smith, secretary and legal adviser; F. J. Orchin, C.B., O.B.E., chief financial officer; and R. Watson, employers' secretary on the national staff council. NALGO's representatives were: the President, E. L. Riley; Miss M. Townson; Messrs. L. Bevan; E. A. S. Young; J. H. Warren, general secretary; J. E. N. Davis, chief organisation officer, and myself.

It will be recalled that in July, 1949, an application for recognition of the Association was submitted to the Executive, which however, withheld any decision, pending the result of discussions between the trade unions concerned.

Having used all possible channels in an effort to resolve the position, NALGO asked the Executive for its ruling. The case was again presented, and there was a full and frank discussion. At the conclusion of the meeting, NALGO requested, in view of the lengthy period over which this matter had been discussed, that the Executive should give its decision as soon as possible.

## Docks and inland waterways

The National Joint Council for the salaried staffs of Inland Waterways met at Dorset Square, N.W.1, on Wednesday, August 16, 1950. Proposals of rates of pay and conditions of service for professional and technical, and engineering supervisory staffs, were submitted by the Executive and discussed. These were not agreed, and deferred for further consideration by the staff side.

Other matters discussed were the payment of London "weighting," subsistence and lodging allowances, and motor car allowances. These points were also referred back for further consideration.

A meeting of the Council has been convened for September 26, 1950, when all the foregoing matters will be discussed.

## National Consultative Committee

This committee, established by the Association in February this year, met at Headquarters on July 30. It was decided, among other things, to recommend to the National Executive Council that E. W. KEMPTON of the Docks and Inland Waterways Executive, Hayes, Middlesex, and the National Officer for Transport Staffs be appointed to the National Joint Council for salaried staffs of Inland Waterways for the year ending March 31, 1951; and that it approve the co-option of Mr. Kempton as a member of the National Consultative Committee for the year ending January 31, 1951.

Other points discussed were—relationship with other trade unions, municipal transport inspectors' salaries and conditions of service, recruitment in road passenger transport (company controlled) and representation on the negotiating machinery for road haulage staffs.

## B.E.T. group of companies

For some time now discussions have been taking place between the general managers of various companies under the control of the British Electric Traction Limited, in respect of salaries and conditions of service for clerical and administration staffs. Steady progress is being made.

The B.E.T. liaison committee, which comprises delegates from all B.E.T. branches, met in Birmingham on July 16, and whilst this is an unofficial body, so far as the Association is concerned, it is useful at the present juncture of negotiations which affect all the staffs of the B.E.T. companies in membership. Recruitment is proceeding satisfactorily, and it is hoped that new branches will soon be formed.

## NATIONAL EXECUTIVE COUNCIL

THE COMMITTEES of the National Executive Council met on July 7 and 8. Matters discussed and decisions reached, subject in most cases to confirmation by the N.E.C., included:

### Service conditions

*Equal pay*. The special sub-committee on equal pay was re-elected, and the Conference resolution calling for vigorous action to implement the Association's policy of equal pay for equal work was referred to it. A grant of £100 is to be contributed towards the cost of the equal pay film.

*Salaries campaign*. It was decided to give formal notice to the various National Joint Councils through the staff sides that NALGO proposes to make a claim for an all-round percentage increase in salaries, after which the campaign demanded by Conference will be started.

*Staff welfare*. The Home Secretary is to be urged to take early action on the Gowers report, recommending legislation for a minimum standard of working conditions in offices and shops.

### General Purposes

*Conference procedure*. An *ad hoc* committee is to be set up to consider conference procedure, including the right of members of the N.E.C. to speak from the floor of Conference.

### Education

*Membership of the Town Planning Institute*. The Committee proposes to await the issue of the syllabus of the new administrative examination before further considering the effect of the Town Planning Institute's new regulations restricting entry to the examination for "legal membership" to qualified barristers and solicitors.

### Law and Parliamentary

*Ex-Servicemen as National Insurance existing contributors*. Representations were made to the Ministry of National Insurance suggesting that the classification of ex-Servicemen as existing contributors for national insurance purposes be reconsidered, since those persons who did not voluntarily contribute to the scheme from the period of their demobilisation to July 5, 1948, were worse off than new entrants to the scheme. The Ministry has replied that the matter was fully considered when arrangements for the transition were being made, and the linking together with any consequential effects on benefits in individual cases must stand.

### Public Relations

*Salaries campaign*. A salaries campaign sub-committee has been appointed to formulate and direct the campaign. (Note: The sub-committee held its first meeting on July 28, when it decided to hold a conference on September 9, to which a representative from each district committee has been invited.)



# "ABINGDON" WRITES HIS NALGO DIARY

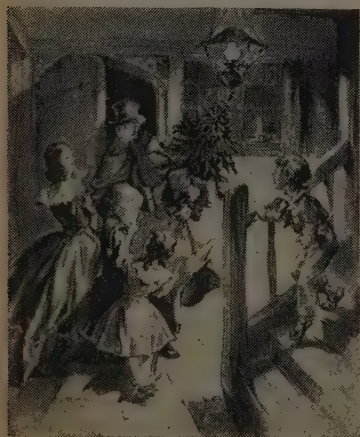
THE FACE of British trade unionism—and the methods of its organisers—have undoubtedly changed. Emotional appeal and threat of force, the trusty weapons of the pioneers, have almost disappeared; their purpose has been served, but what replaces them?

The answer to this question was heard by students at the British Electricity Authority's summer school at Oxford in July, when J. E. N. DAVIS, NALGO's chief organisation officer, lectured to them on "The trade unions' contribution to labour relations." To-day, he said, trade union leaders met the employers round a table in London, and there the job of the union representative was proposal, exposition, persuasion, and compromise.

Mutual confidence and good will is the order of the day, and in that atmosphere, stressed Mr. Davis, who is a member of seven national joint councils and serves on innumerable committees, the most intractable difference can be resolved. "Modern negotiating machinery affords all sections and every individual a means of redress, with an ultimate right of arbitration," he added, "and with such machinery there is no justification for the use of the strike weapon." Straight talking from a man who knows.

## Early reminder

Once again, every NALGO member will this year be able to buy his own Christmas cards and make a Christmas gift to the Association's Benevolent and Orphan Fund at the same time. The



"The spirit of Christmas"

selection is bigger and better than ever:

*When the snow lay on the ground*—an outdoor Christmas scene; *The spirit of Christmas*—an indoor Christmas scene illustrated here; and *The NALGO crest*.

All these cards will cost 6d. each, with envelopes.

In addition, stocks of last year's cards, *Halfway House*, *In the good old days*, and *Winter's white mantle*, will be available in assorted packets at 3s. a dozen, including envelopes. All the cards will be ready in September.

## Bouquet for "Progress"

NALGO's work in the public relations field, and especially through its quarterly bulletin, "PROgress," received honourable mention in the final report of the Consultative Committee on Publicity for Local Government, published in July. Discussing the necessity of setting up a central advisory body, from which local authorities could obtain information and advice on their publicity problems, the Committee stated that such a body would be helpful for that purpose, but felt that it could not recommend its establishment solely on those grounds. It went on to imply that "PROgress" and the local government group of the Institute of Public Relations were already filling the need.

"PROgress" does not scorn the compliment, but I see from the editorial in the current number that it deplors the fact that the Committee has now shut up shop, leaving no central organisation to further those better relations between local government and the public which it so fervently advocates in its reports.

## Next year's diaries

The demand for NALGO season ticket type diaries has been so great in past years that the 1951 leather-bound diaries will all have the "cellophane" ticket-window. They will be on sale in November at the usual price of 2s. 9d.

## Holiday aftermath

Deciding whether or not to throw away the last few ounces of sunburn lotion reminded me that very soon next year's NALGO Holiday Guide will need to be prepared. If any members have just returned from an enjoyable holiday and can recommend a good place to stay, I shall be pleased to arrange for the address to be put into the 1951 guide so that others may benefit from their experience.

## Reluctant farewell

The cheerful face of CECIL WOOD, North-western and North Wales district organisation officer, is so familiar to Northern members that I am sure they will find it hard to accept my news that he is leaving NALGO. After serving the Association for more than a quarter of a century—he was a branch and district worker for many years before he joined the staff as divisional secretary for the Yorkshire and North-eastern districts in 1936—he is leaving us to become the labour relations officer for the north-west division of the British Electricity Authority.



## NALGO colours

Now that material is in better supply, Headquarters have plentiful stocks of ties, scarves, silk squares, and tobacco pouches in the Association's colours, while larger articles, such as blazers and sweaters, are available on order. All are excellent value at moderate prices.

Members of NALGO Motoring Association, who have been waiting to fit the NALGO badge to their cars, will be glad to hear that the metal badges are again available. Price 12s. 6d., including postage, from Headquarters.

## Golden jubilees

Congratulations to G. E. HUGHES, who retires as chief clerk in Wallasey's education department after fifty years of service. A member of the Wallasey branch since its inception in 1917, Mr. Hughes has twice been chairman of the branch executive committee.

Another stalwart is DANIEL EDMONDSON, founder member and president of the Morecambe and Heysham branch, who has also completed fifty years of service, but is not yet retiring.

I also offer good wishes to T. C. SMITH, founder member of Nottingham branch, and branch president for six years, who retires after forty-six years of service.

## Obituary

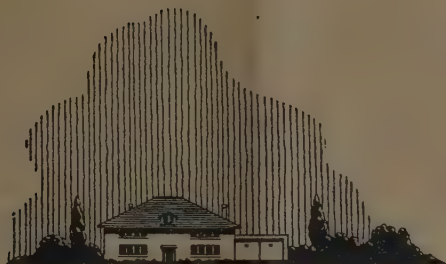
We regret to record the deaths of H. A. C. COCKBAIN, for many years member of the Carlisle city branch, and founder-member of the Carlisle gas branch; and of J. H. FOOT, honorary secretary of Uckfield rural branch.

## House exchange

**Liverpool:** Semi-detached house, 3 bedrooms, 2 reception, and garage, for similar or detached house in Worsley (near Manchester) area. Hague, 33, Manor Road, Woolton, Liverpool.

**Finchley:** Semi-detached house, 3 bedrooms, garage, garden, for bungalow or smaller house in or near coastal resort. Dobell, 19, Steyning Way, Woodside Park, N.12.

# ***YOUR OWN HOME***



*is the best of houses, and*

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*will help you to buy it*

**on the best of terms. Advances  
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types of property at the lowest  
interest rate of any building  
society in the world.**

## **NALGO BUILDING SOCIETY**

**1, YORK GATE, REGENT'S PARK, LONDON, N.W.1.**

# Readers' Forum

## Protest from Ealing

DURING the Conference debate on the Ealing motion on civil defence, W. J. HARRIS, Glamorgan, suggested that NALGO was being used "as a sounding board for the dissemination of the objects, views, and beliefs of a certain party." The inevitable consequence of this remark was to arouse grave suspicion in the minds of the delegates of the motives of my branch in placing this resolution on the agenda. I am accordingly instructed by my executive committee to make the strongest possible protest against this attack on their good faith, and to point out that, so far as Ealing branch is concerned, the statement made by Mr. Harris was untrue.

It may well be that, in the light of existing circumstances, the motion would have been open to misinterpretation if it had been passed, although, in fact, it sought only to reiterate the declared policy of the Association. Mr. Harris was, of course, entitled to point out this possibility, and there can be no complaint that Conference saw fit to reject the motion. It was, however, wrong that a delegate should attempt to discredit the branch which put it forward by making so serious an innuendo, without producing any supporting evidence.

D. HULLAH

Hon. Secretary,  
Ealing Branch,  
Town Hall, W.5.

## Priority for pensions problems

I returned from my first Conference with at least one conviction—NALGO is a live and virile force, and it would do hundreds of "sleeping" members good to attend even one session to see for themselves our Association's dynamic vitality and determination to get things done.

Having said that, I hope that the motions on superannuation, which were referred to the N.E.C., will not be pigeon-holed and forgotten. Securing legislation to amend the 1937 Superannuation Act and remove existing anomalies is, in my opinion, more important than seeking an all-round increase in salaries: security for dependants is one of the greatest concerns of local government officers, and the N.E.C. should pursue this matter to a satisfactory conclusion.

We have learned that the Benevolent and Orphan Fund had a deficit last year. My branch's motion advocating widows' pensions would considerably relieve the

Fund and allow real cases of hardship to be dealt with generously.

ERIC R. LUKE

Hon. Secretary,  
Denbighshire Branch,  
46, Clwyd Street, Ruthin.

Mr. Luke can rest assured that the motions will not be "pigeon-holed and forgotten." The Law and Parliamentary Committee has appointed a superannuation amendments sub-committee to give detailed consideration to all the proposals.

## Why lower exam standard?

No doubt the majority of successful participants in the promotion examination are, like myself, rather surprised and a little shocked to hear that this examination is to be modified "because the standard is too high."

Letters for the October journal must reach the Editor, 1, York Gate, London, N.W.1, by September 12. Please keep them short!

The minimum pass standard required is approximately 40 per cent, which means that a total of 200 marks out of a possible 500 is all that is necessary, and any person of average intelligence can achieve this with a few months' study.

The only inference to be drawn is that the preponderance of failures does not indicate that the standard of the examination is too high, but that there is a paucity of candidates of average intelligence. If examinations are to become progressively simpler to ensure a high level of successes, their value is lost.

J. W. B. GREGORY

Wages and Accounts Section,  
Town Hall, W.5.

## Exemption for "guinea-pigs"?

While the new promotion examination proposals are welcome, they are still disappointing to those "guinea-pigs"—and I speak mainly for the older ones—who only just failed the now acknowledged difficult original examination. Could not these officers be given an accredited pass in the General to the Clerical examination now proposed? It would be some reward for their labours, often under handicapping domestic circumstances, as against those "Generals" who never attempt anything.

"OLD EX-SERVICE  
GUINEA-PIG"

## Still room for improvement

The second paragraph of my letter published in the October 1949 "L.G.S." read: "The promotion examination should be divided into two parts, the present examination being suitable for A.P.T. IV, and a simpler examination for promotion out of the General Division." Thus, I was gratified to read that the N.J.C. had agreed to the new scheme.

There is, however, still room for improvement: notwithstanding the Local Government Examination Board's recommendation that the practice of recognising examination success by monetary grant should be replaced by study expenses, those authorities who retain the former scheme should be urged to allow the promotion examination to rank for grant in the same way as professional examinations.

"DUM SPIRO, SPERO"

## Campaign before politics

Gad, sir, I must congratulate you on your editorial devoting 26 lines to introducing party politics and 57 lines to the less important pay campaign. I have just finished reading it in my Turkish bath. If these Communists did not exist we would have to invent them. We were caught with our trousers down at Conference, even though we once again managed the fast one about secrecy, to prevent our members, whom we so faithfully represent, from seeing whose shirts were flapping in the breeze in case they remembered us at the next N.E.C. election. If you can only keep up this anti-Communist campaign in our strictly non-party association, our members will forget all about this wretched pay campaign. Look how well Hitler, Goering and Goebbels did out of blaming the Communists for everything.

COLONEL BLIMP (retired from the army, but not the service of the N.E.C.)

## Service leave anomaly

Clause 12 of the Charter, dealing with leave of absence for service in the auxiliary forces, recommends that volunteers entitled to normal leave of three weeks or less (A.P.T. V. and below) shall be allowed two weeks' paid leave for annual camp, whilst those whose normal leave exceeds three weeks (A.P.T. Va and over) shall be allowed only one week's paid leave. Thus, volunteers in A.P.T. grades up to and including V are better off than their seniors.

The volunteer in the territorial army has far greater commitments and training duties than two weeks' "summer camp." It is usual for the whole or part of his training to be performed at a course of instruction during any of the four seasons, and week-end exercises may mean the loss of ten Saturday mornings and Friday afternoons a year.

N. T. TRAYLER

6, Rhianva House,  
Cliff Parade, Hunstanton.

## Grading for librarians

I have been awaiting with mixed feelings of impatience and perplexity—like many others in my profession, I am sure—the publication of the national scale of gradings for professional library staff. The last time these negotiations were mentioned in "L.G.S." was December 1949, when it was stated that the proposals of the recommending bodies were being considered by the N.J.C. in co-operation with these bodies. Since then, many other professional and technical groups, on whose behalf negotiations were commenced at the same time or later, have received their awards; but, as far as library staff are concerned, there has been a deathly silence.

For some reason, one assumes, the N.J.C. and the other bodies cannot reach an agreement. Are they, perhaps, too concerned with their own prestige, and forgetting the avowed purpose of the gradings of special groups? National standards of grading for library staffs are badly needed—a fact which the N.J.C. should appreciate by now. Any national award could scarcely be worse than the present A.P.T. grading in many libraries, so there is a fair chance that they would be better!

Perhaps the fact that the final examination of the Library Association is officially equivalent to the promotion examination in making a decision difficult. I stress the word "officially" because, in fact, it has proved impracticable, and most authorities find it impossible to attract assistants with the Registration (i.e. intermediate) qualification at A.P.T. I and II, let alone the final! But presumably the new examination regulations will necessitate a review of all those "equivalent" examinations.

### ASSISTANT "LIBRARIAN"

The grading of professional library staffs has received frequent and prolonged consideration. At the meeting of the appropriate sub-committee of the N.J.C. on June 28, the matter was again deferred for further detailed analysis of information obtained. The main difficulty is the selection of a suitable basis upon which to grade the staffs. Unless the basis is wisely chosen, any decision would have little, if any, practical effect upon the staffs concerned. The grading of staff solely in relation to the professional qualification is not considered practicable because of the limited number of local authorities specifying a qualification in relation to a particular appointment.

## Charter amendments

Is it not high time that further printed amendments to the Charter were issued? None has been circulated since those following the N.J.C. meeting in October 1949, and apparently Headquarters considers it unnecessary to resume this practice.

It is difficult enough now to plough through this un-indexed book, which was reprinted at considerable expense, with-

out having the added exasperation of finding the desired information out-of-date or obscured by masses of notes. Action please—soon!

A. H. HARMAN

7a, West Hill Road,  
Brighton, 1.

Mr. Harman is quite wrong. Headquarters does consider the issue of printed amendments necessary, and so does the N.J.C. Printers' proofs of the second issue, covering amendments up to and including April 25, 1950, have been received, and copies should soon be available. It is not regarded as economic to issue printed amendments after each meeting of the N.J.C.

## Hospital officer's complaints

An officer, on transfer from a local authority to the hospital service, had the option—though few seem to know it—of retaining his salary and old conditions of service. Since then he has heard that: (a) his subsistence allowances had to be on the hospital service scale; (b) his holidays had to be on the hospital scale; (c) his salary was frozen as on July 5, 1948, so that he could not share in any general improvements which his contemporaries who remained with the old authority received after that date; (d) A.P.T. grades IX and X were not adopted; and (e) there is as yet no education of post-entry training scheme for the hospital service.

Does this not vitiate the claim of option to remain on the "old conditions"?  
"ADSUM"

The option given to transferred officers was as follows:

"Where transferred officers are at present receiving salaries higher than those shown in the Appendix, and/or are entitled to annual or sick leave conditions which are better than those shown in the Appendix, the officers can opt to remain subject to their old conditions of service, provided that the salaries in payment immediately prior to the appointed day have not been unreasonably increased since the introduction of the National Health Service Bill (19th March, 1946) and provided that, unless the Minister concurs, the salaries or conditions do not exceed those agreed by any recognised joint negotiating machinery."

It was further specifically provided that travelling and subsistence allowances previously enjoyed, were not protected, and that all officers would have to conform in this respect to the scales applicable in the national health service. It is true that a transferred officer, if he opted to retain his existing salary, received protection for that salary, and was not affected by any subsequent changes, in either an upward or downward direction, affecting officers covered by any joint negotiating machinery to which he was formerly subjected.

The staff side of the Administrative and Clerical Council has made a claim for a revised A.P.T. Division, proposing scales reaching £1,000 p.a. The General Council is at present discussing a post-entry training scheme.

## Groan from the Metropolis

Before the war, most London officers entered the service on the understanding

that matriculation was the standard of entry, hours would be 9.30 a.m. to 5 p.m., and that, after the age of 30, they might get four weeks' annual leave. Worse hours and holidays were accepted in the Charter, on the understanding that improvements would be pressed for later.

Has not the time now come to consider (a) that juniors are recruited without even the general school certificate; (b) office hours are 9 a.m. to 5 p.m., without general agreement for Saturdays off; and (c) the extra local holidays enjoyed by some northern officers and the 18 days plus three local days' holiday, regardless of grading, secured for gas staffs?

Increased London "weighting" would be some compensation; the threatened increase in London fares should add impetus to our claim on that score. And the Londoner's special claims must not be forgotten in the salaries campaign.

LONDONER

Camberwell Branch

## Holiday camp concession

I was surprised to read in the July/August "L.G.S." that members with children of school age are in future to have priority in booking at the holiday centres.

The fact that some members without children of school age must take their holidays in August appears to be of no consequence, but, apart from this, I suggest that all members are equally entitled to all benefits and facilities of the Association.

I shall apply early in 1951 for August reservations, knowing that the required accommodation is available, and if my application is turned down, I shall forthwith terminate my membership.

"EQUALITY"

## A LAYMAN'S GUIDE TO PLANNING



Compulsory purchase order

# Rarin' to go

by 'TOBIAS'

OUR BRANCH in the past has been only too willing to ignore the horns of any bulls which it happened to run across. Rather have we preferred a humbler part of bovine anatomy: the tail.

But something about the air of Eastbourne, the heady breezes on Beachy Head, or the rather less heady speeches from N.E.C. members, sent George home in the (to our minds) rather disgraceful condition known as Rarin' to go.

"We must not beat about the bush!" he shouted, preferring to beat about the air with his fists as he made his Conference report to the branch assembled (Miss Gymbol, who was supposed to be working late; Rufus, who, as chairman, had to put in an appearance; Sackbutt, who had come along on the mistaken assumption that young Betty would be there; and myself). "Let us accept the will of the membership as democratically expressed at Conference" (applause), "but, my friends, let us go farther than that—let us take immediate steps to carry out a wages campaign." (no applause).

"Oh, I say, isn't that what we pay the N.E.C. for—or do we?"

"We don't. And anyway, you know who our N.E.C. member is—the Boss. How much action is he likely to take?"

"None, but I don't know that I—"

"You don't know that you want any action? . . . Well, let me tell you that's going against the wishes of the membership—it's setting up a minority movement of your own—it's darn near Nazism—"

"O.K., but Conference also decided to keep politics out of it, remember?"

Here Rufus had to intervene with a request that George and Sackbutt keep to the point. "The point," he kindly reminded them, "is whether or not we should have a local wages campaign. Personally, I think—"

"Point of order!" yelled George. "Points of view should not be expressed from the chair."

"Then I vacate the chair in favour of George," yelled back Rufus.

Finally, to allow them both as much scope as possible to continue the liveliest meeting we had had for some time, I had to take the chair, until it had been decided—by George's superior lung- and staying-power—that a campaign should be held.

Perhaps, like me, you have had experience of organisations which take decisions in principle that something shall be done. The secretary is immediately nominated for the job of carrying out the decision, but he points dumbly to the pile of correspondence by his side, the minutes before him, and any other paraphernalia which may be lying about. The president, vice-president, and treasurer are assumed (often incorrectly) to be in a similar position. Then, someone who has only



just joined the organisation is seized upon and given no chance to refuse. Everyone goes home with the comfortable feeling that something has been attempted, something done. First sign of action: two weeks later a letter is received from the (in this case) campaign organiser, regretting that, owing to unforeseen circumstances, he or she will be unable to undertake the task. Second sign of action: one year later, the membership of the erstwhile campaign organiser is allowed to lapse, as he or she has not been heard of since . . .

In our case, however, this difficulty did not arise, for I immediately volunteered for the job of campaign organiser. To cover the awkward silence which ensued, I launched into a vivid description of a previous local campaign, for which I had been largely responsible, at the time when our council was employing delaying tactics in implementing the Charter.

"You will recall the money which poured in from members to pay for the campaign—"

"Yes, tuppence ha'penny over from the petty cash—"

"—and the fact that the branch turned out almost fifty per cent. strong to the protest meeting—"

"—because they were so darned fed up with you doing nothing for them—"

"—and the not inconsiderable publicity which we had in the newspapers."

There were no further interruptions because the last fact was one which could not be denied or belittled. The name of the local hall which we hired for the meeting being the Albert Street Hall, the discreet omission of the word "street" in my press statement had naturally resulted in headlines to the effect that protesting local government officers had filled the Albert Hall to overflowing . . .

There is no doubt that the publicity had some effect in making the council announce their Charter placings only six months later, and the fact that members have ever since then been grumbling about the council's decisions could in no way be blamed on the campaign. Possibly for this reason—but much more likely because nobody else wanted the job—I was

unanimously appointed wages campaign organiser, and instructed to leave as few stones as possible unturned in the mighty effort to uproot the edifice of public indifference to the financial hardships suffered by local government officers.

The first thing I did was to obtain a poster showing a starved-looking I.G.O. (recognisable as such because of his white collar—frayed—and his black coat—green) with his wife (obviously an ex-I.G.O. who had married him on the grounds of her disgruntlement at the lack of equal pay) and their two emaciated children. The poster was designed for us by Betty's brother, who had always been good at that sort of thing at school, and the net result of its display on a local bill-boarding was a grateful visit from the secretary of the Bakers' Union. It seemed that his members had been granted an immediate and unsolicited increase in wages, because Betty's brother had enthusiastically added the caption, *We Need Dough*.

After extracting from the Bakers' Union secretary the cost of the poster, I reported the whole thing to my colleagues, pointing out that, even if we had not reached our immediate objective, we had achieved something. They were not prepared to look at it in this light, however, and insisted that I go back to more orthodox methods of campaigning and organise a public protest meeting of as many of our members as could be induced to turn out.

I am sorry I cannot report on the success of the meeting, because it has not yet been held, and I doubt now whether it will ever be held. I also doubt whether I shall be allowed to retain my vice-presidency of the branch, and I am considering whether I ought to resign gracefully from NALGO before I am drummed out. . . .

Yes, this political witch-hunt business has gone a bit too far, and I think it was extremely unfair to blame me for the headlines which appeared after my advance notice to the papers about our meeting: *Dissatisfied local government officers to storm Buckingham Palace*.

After all, is it my fault that our local cinema, where the meeting was to be held, happens to be called the Palace?

# At Random



by 'HYPERION'

## Redundant request

"Why, Mary MacLeod in Benbicula was keeping a pony stallion to try to improve the local breed of ponies. She applied for a special ration of oats for it, and the local feeding stuffs officer wrote back saying, 'Please state the purpose for which the stallion is used.'"

"And what did poor Mrs. MacLeod reply?"

"She wired back, 'Reference your WAC/SFA/799/1—I'll give you three guesses.' And they sent her the coupons by return."

## Result of photographic competition

THE photographic competition, announced in April, 1949, was not a success. Prizes of ten guineas and five guineas were offered for the best photographs received in the year preceding April, 1950, but in those twelve months only 28 photographs, outstanding in their mediocrity, were able to comply with the conditions of the competition. These were: "Photographs should be of subjects likely to interest readers as members of NALGO or as officers of one of the services for which it caters. They should be of high pictorial quality, printed on glossy paper not less than 10 in. by 8 in., and sufficiently 'contrasty' to reproduce well."

The judges did not consider any of the entries worth the prizes offered, and we decided to cancel the competition, awarding two consolation prizes only. £5 5s. will go to E. H. TRAFFORD, Birkenhead, for "Milk Testing," reproduced here, and £2 2s. to H. MAGSON, Willesden, for the photograph of "County Hall, London," floodlit for the 1949 jubilee celebrations, which was published in the September, 1949, "L.G.S."

A number of prints were immediately returned to competitors because they were not, by the greatest stretch of imagination, likely to interest readers as members of NALGO. Eleven prints which

## Tourist attraction

As an American institution, the legs of Miss Betty Grable rank somewhere between the Empire State Building and the Grand Canyon. They are not as long as the former, but have attracted more sightseers than the latter. Milton Shulman.

## Co-operation

Notice in window of a New York restaurant: "Come inside and eat before we both starve."

## Plain words

Referring to the dismissal of Mr. Hitchens, he said: "After complaints were made by Mr. A. E. Chell about him, the management committee on May 1 decided that he was *non persona grata*."

Asked what that meant, Mr. Hewitt explained: "His face didn't fit." South London Press.

## The English observed

The English are peculiar people for, while they will spend a part of their life in talking at conferences, councils, and committee meetings, you at once notice that they do not talk a great deal to casual acquaintances. From "The Nobodies" by Montague C. Allwood.

## Definition

Sophisticated humour is the kind you're too dumb to understand, but that you

laugh at anyway, so people around you won't think you're as dumb as you know you are. Arthur Godfrey.

## And a public analyst?

A philosopher is a man who, instead of crying over spilt milk, consoles himself with the thought that it was four-fifths water anyway. Anon.

## Howlers

A quorum is a place to keep fish.

Pope wrote principally in heroic cutlets.

An oculist is a fish with long legs.

The sublime is a hairy deposit in a cold receptacle.

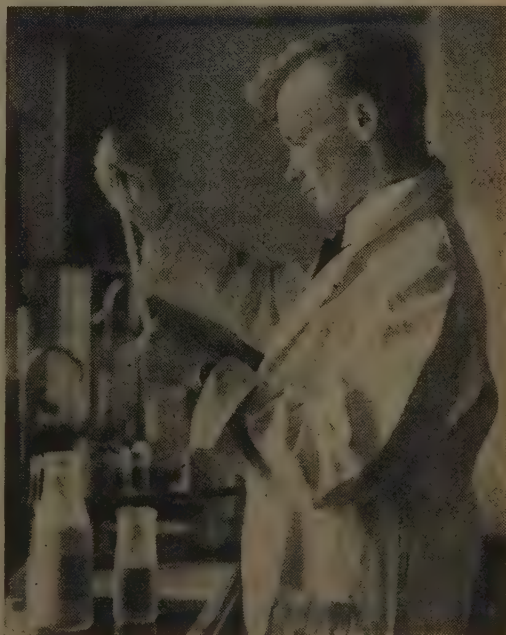
## Competition for poets

I have divided the next competition into two parts—lowbrow and highbrow—and offer a prize of ten shillings for the best limerick (not too lowbrow, please) the first line of which is: "There once was a Borough Surveyor."

On the higher plane, another half-sovereign is offered for an epigram in heroic couplets of not more than four lines on the subject of the Town and Country Planning Act, 1947. Here's an opportunity for poets in the local government service who hitherto, perhaps, have blushed unseen, or wasted their sweetness in the desert air.

passed this test were rejected because they were not competition size, and of these only one, "A Swiss Street Scene," by Miss A. I. COOPER, Enfield, was well composed, sharp, and picturesque.

Two photographs of a fenland pumping station, submitted by F. WINFIELD, Cambridge, lacked the sharpness of detail usually associated with photographs of machinery. A good photograph entered by G. MORTIMER, Portsmouth, showed, an ancient, solid-tyred, Paris dustcart which was still in use. Although the picture would have served well in a maker's catalogue, it was generally uninteresting, and had Mr. Mortimer only waited until a dustman was emptying a bin into the vehicle, he would have had the material for an excellent picture.



# Education notes

by K. S. CARTER

BY THE TIME these notes appear we shall be at Drakenburg, enjoying, we trust, a Dutch summer school as successful as those held at Oxford and St. Andrews.

We are hoping, in November or December, to publish information about a school in Scandinavia in 1951, while Oriel College, Oxford, has already been booked next year from June 30 to July 14. Taking Oriel for a fortnight next year is an ambitious venture, and will need the support of members. We have had so many successful schools on the traditional pattern that the time has come to include more members of nationalised services, and allow greater scope for student participation. In addition to the main lectures for all students, probably on current problems of administration, there will be other lectures, discussions, and tutorials of specific interest to members in the local government, electricity, gas, and health branches, who will study in independent groups. Any suggestions for topics for group discussion will be welcomed from those who may attend the school. Special tutorial classes for those intending

to take the new administrative examination are also being considered.

Since not all students may wish to stay at Oriel for two weeks—although they will be welcome—the programme for each week will be complete in itself. The education committee has agreed to invite other organisations, whose members might profit from the lectures and discussions, to send students. In addition, foreign students, particularly from Holland and Scandinavia, may attend. Area education and district committees have again been asked to take the responsibility for filling places at the schools, and branches are urged to do the same. Committees must notify Headquarters of the places required by December 31, and should make awards by February 28, 1951.

## Good I.H.A. results

76 per cent of the N.C.I. candidates for the 1950 promotion examination were successful, which compares well with the 58 per cent total pass list. In the final examination of the Institute of Hospital Administrators, 72 per cent of our

candidates passed Part I; and 95 per cent passed Part II—nearly half the pass list. After the last promotion examination, N.C.I. candidates were asked to complete a questionnaire, giving their views on the courses they had taken. A hundred or so replies have been received, and, although complete analysis has not yet been made, the students appear to have been well satisfied. New-style courses were preferred, and although one course was severely criticised, only one of the critics failed his examination. About half the students used the NALGO lending library.

## A "Health" week-end school

A week-end school for health service members is to be held at Glyn House, Kingsgate, Broadstairs, from October 13 to 15, 1950. Arranged by the Metropolitan area education committee, the theme will be on the various aspects of health service administration. The fee is £2 10s., and A. E. KAY, honorary secretary of the committee, clerk's department, County Hall, Chelmsford, Essex, will answer inquiries.

## International exchange visit

J. W. PATIJN of the Hague, teacher of English and an interpreter, would like to exchange visits with a young Englishman. He suggests a September or October visit for his English guest, and would be prepared to come to this country as late as Christmas, or even next year.

## *april, . . . october, . . . or both?*

*This is one of those occasions when you need to go back to go forward.*

*Back to page 250 for details of the new local government*

*examinations. Study courses for these are among the extensive range provided by the NALGO Correspondence Institute and covering hospital administration, housing, secretarial, and many other examinations appropriate to members.*

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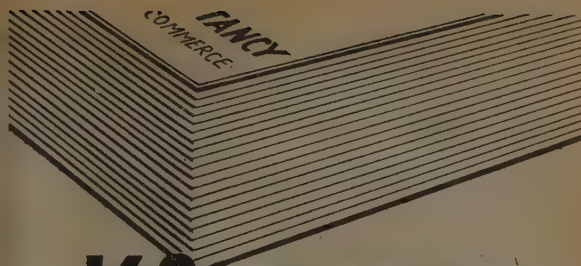
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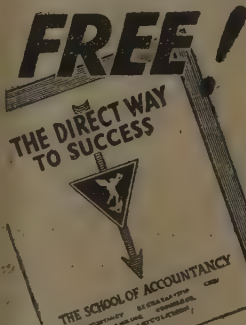
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# Scottish notes

by J. L. ROBSON

AMONG MATTERS considered and decisions reached at the last meeting of the Joint Industrial Council were:

**Transport Staffs:** Agreement has been reached on wage scales, holidays, and sick pay for foremen employed in local authority transport undertakings. As from September 1, 1950, the following scales will apply:

Grade	Pay p.w.
1 ..	£6 10s. rising to £6 18s.
2 ..	£7 0s. " £7 8s.
3 ..	£7 10s. " £7 18s.
4 ..	£8 0s. " £8 8s.
5 ..	£8 9s. " £8 17s.
6 ..	£8 19s. " £9 7s.

The maximum will be reached by annual increments of 4s. p.w. Grading under the scheme to be left to local authorities in the first instance.

Holidays with pay shall be as follows:

One year and not over five years' service as foreman	2 weeks p.a.
Over five years' service as foreman	3 weeks p.a.

General or local public holidays, not exceeding six days, shall be granted in addition to the above holidays, and shall be taken on the days recognised as such in the area of the local authority.

The sick pay provisions (clause 14) in the scheme of salaries for administrative, etc., staffs shall be applied to foremen, except that, in place of the sick pay provided in para. 2 there shall be substituted:

Service at date of incapacity	Full pay (weeks)	Half pay (weeks)
One year and not more than 10 years ..	8	8
Over 10 years and not more than 15 years ..	12	12
Over 15 years ..	16	16

**Professional salary scales:** Certain recommendations have been made by the employers covering weights and measures inspectors and sanitary inspectors, and the staff side's observations are to be made at the next meeting of the executive committee.

**A.P.T. Grades:** An application to extend the A.P.T. division by two further grades, IX and X, has been deferred pending the submission of detailed information by the staff side.

**Local joint committees:** There has been further discussion on the setting up of these committees, and recommendations on their specific functions are to be prepared by the staff side.

**Miscellaneous group:** Proposals based on the scheme recently approved by the English National Joint Council are before the Council.

**Clinic attendants:** A recommendation by the executive committee that a salary

scale of £180-£250 should be provided for clinic attendants, will be submitted to the next meeting of the Council.

## Gas industry

The Area Joint Council has now classified the undertakings in accordance with the terms of the recent agreement:

**Provincial "A"**—Aberdeen, Airdrie, Alloa, Ayr, Arbroath, Buckhaven & Leven, Coatbridge, Dumbarton, Dumfries, Dundee, Dunfermline, Edinburgh, Falkirk, Glasgow, Grangemouth, Galashiels, Gourock, Greenock, Hamilton, Hawick, Helensburgh, Inverness, Johnstone, Kilmarnock, Kirkcaldy, Kirkintilloch, Lanarkshire, Motherwell, Newmains, Newton-in-Ayr, Paisley, Perth, Peterhead, Port Glasgow, Renfrew, Stirling, Vale of Leven.

**Provincial "B"**—All other gas undertakings.

## Transport industry—passenger

Further negotiations are due in connection with inspectorate grades. An

# MY BOOKSHELF

by EDWARD KAY

PROFESSOR HERMAN FINER, who now graces a chair at Chicago University, is one of our more keenly lamented exports. Happily, though his erudite yet puckish personality no longer inhabits our lecture halls, we still have his books. For us in the local government service, most valuable of these is his classic *English Local Government*, now in its fourth edition (Methuen. 36s.). I doubt whether, since Redlich and Hirst appeared in 1903, there has been a more understanding middle-length survey and interpretation. It has been revised to include "all the major facts up to 1950," and Professor Finer is a good judge of what is "major."

## Plea for democracy

Mr. Churchill once said his ideal of the national health service was to "ensure that everybody, irrespective of means, age, sex, or occupation, shall have equal opportunities to benefit from the best and most up-to-date medical and allied services available." DR. S. LEFF, in *The Health of the People* (Gollancz. 12s. 6d.), tries to assess the extent to which this ideal has been realised.

He describes vividly the defects of the services before 1948, and finds that the major weaknesses of the new scheme are lack of democratic influence in administration, the continuance of private pay-beds in hospitals during acute shortage, and the payment of doctors on a capitation basis.

It is a warm-hearted, enthusiastic book, raising many controversial issues, but

application covering engineering grades is under consideration, and consultations have been held with the Transport and General Workers' Union and the Association of Supervisory Staffs Executives and Technicians.

## National health service

The *ad hoc* committee which was set up to establish the Scottish advisory committee has now completed its task, and representatives of the groups falling within the scope of the various functional councils have now been appointed. It is hoped to arrange an early meeting of the new advisory committee.

## District committee

The education sub-committee has considered the question of an education policy, and a comprehensive report is to be submitted to an early meeting, following which it is expected that the recommendations will be submitted to a conference of education secretaries for discussion, before seeking the district committee's approval.

giving a mass of useful information and making an inspiring plea for the democratisation and expansion of the health services.

## Colonial local government

How far the British idea of local government is suitable for adoption in widely different circumstances is discussed in *Local Government and the Colonies*, a report to the Fabian Colonial Bureau edited by RITA HINDEN (Allen & Unwin. 16s.). Members will note with interest the weight which the authors attach to reports by NALGO's former general secretary, L. Hill, on Jamaica, and former deputy general secretary, J. B. Swinden, on Mauritius.

After a preliminary chapter, intended to answer the basic question why local government is desirable, and a mediocre account of the English system, there are eight surveys, mostly factual, of the situation in individual territories.

## An advanced primer

The title of S. E. FINER'S *Primer of Public Administration* (Muller. 6s.) is deceptive, for the book is no mere elementary treatise. Although dealing with basic principles, the treatment is too advanced for beginners, and is made harder by the author's careless and often obscure style.

Yet it is a book to be welcomed for its critical description of the whole apparatus of the country's government. The chapters on local government are valuable summaries.

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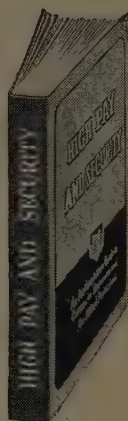
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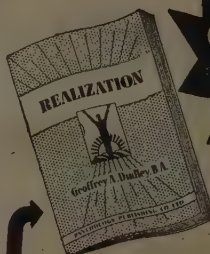
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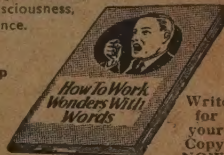
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